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ABSTRACT

A Texas study examined the effects of coordination on Job Training Partnership Act (JTPA) program services for Aid to Families with Dependent Children (AFDC) recipients, the REFOCUS-to-JTPA referral process, and rural program coordination issues. The impact of coordination on JTPA services to AFDC caretakers was determined by conducting a statistical analysis of differences in client characteristics, program characteristics, job placements, and postprogram employment outcomes between the baseline period and the coordination period. Findings indicated that the absolute number of all AFDC caretakers and Service Level II "look-alikes" served by JTPA programs increased. Generally, JTPA programs in REFOCUS pilot regions exhibited greater performance gains. Exploratory analysis of the REFOCUS-to-JTPA referral process revealed that approximately 21-33 percent of profiled Service Level II caretakers were referred to JTPA from the REFOCUS program; Service Level II caretakers constituted 79-96 percent of all REFOCUS referrals; and 25-38 percent of all REFOCUS referrals actually enrolled in a JTPA program. Opportunities unique to more rural areas were revealed: more intimate relationships, more hours of self-arranged child care, resource constraints, transportation, and lower levels of sector bias. Primary barriers included program design, limited employment opportunities, limited modes of transportation, and fewer child care centers. (Appendixes include 22 references and service delivery area tables.) (YLB)

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EFFECTS OF COORDINATION ON JTPA SERVICES TO AFDC RECIPIENTS and AN ANALYSIS OF RURAL COORDINATION ISSUES

Third in a Series of Reports on
JTPA/Welfare Coordination Efforts

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Effects of Coordination on JTPA Services to AFDC Recipients and An Analysis of Rural Coordination Issues

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The judgements expressed here are the authors'; responsibility for any errors is ultimately ours as well.

Executive Summary

Overview

In October 1989, the Texas Legislature directed the Texas Department of Commerce to contract with the Center for the Study of Human Resources and the Bureau of Business Research at The University of Texas at Austin for an evaluation of public and private coordination efforts affecting the delivery of job training services to recipients of Aid to Families with Dependent Children (AFDC) benefits, especially those targeted for services under the Job Opportunities and Basic Skills (JOBS) training program.

Two main research questions are being addressed in this study:

- To what extent were Texas job training, welfare and related programs coordinated at the local level prior to the beginning of the JOBS program? How has the nature and degree of coordination changed over the 1985-1989 period under study?

- How have changes in the nature and degree of coordination among these programs affected participants' program outcomes, especially their employment, earnings and welfare recidivism?

Several reports are being prepared over the course of the project to address these questions. Two earlier project reports documented the nature and extent of job training/welfare program coordination both at the state and local level (in selected sites) and analyzed the factors influencing AFDC duration and labor market outcomes in the pre-JOBS period. This paper examines the effects of coordination on Job Training Partnership Act (JTPA) program services for AFDC recipients, the REFOCUS-to-JTPA referral process, and rural program coordination issues. The impact of coordination on JTPA services to AFDC caretakers was determined by conducting a statistical analysis of the differences in client characteristics, program characteristics, job placements, and postprogram employment outcomes between a baseline period in which few coordinated programs existed and a coordination period following Texas Department of Human Services (DHS) implementation of REFOCUS, Texas' first major statewide initiative to coordinate job training and employment programs for AFDC recipients. This analysis was conducted using JTPA participant files and accompanying employment and earnings data from Unemployment Insurance (UI) wage records for three substate regions (DHS Regions 9, 10 and 11) where DHS was piloting REFOCUS and two comparison regions, one with a history of well-coordinated programs (Region 3--El Paso) and one in which

REFOCUS was implemented so late in the study period that it should have had little impact on results (Region 1/2--the Panhandle). The REFOCUS-JTPA referral process was examined using descriptive statistics to report the number of persons who actually referred from REFOCUS to JTPA, the number who enrolled in a JTPA program, how long this process took, and how it changed over time. Finally, results from site visits to two rural areas present both the opportunities and barriers to operating coordinated education, employment and training programs for AFDC caretakers in rural settings.

The final report for the coordination evaluation study will summarize the results from all facets of the research to answer the questions presented above.

Major Research Findings

Impact of Coordination on JTPA Services to AFDC Recipients. To assess the nature and degree of coordination among Texas job training, welfare and related programs coordinated at the local level, researchers examined changes in selected client characteristics, program characteristics, job placements, and postprogram outcomes. Because a major focus of this research is the impact of coordination initiatives on JTPA services to AFDC recipients, results are summarized only for Service Level II clients, the primary group toward which DHS/JTPA coordination initiatives were directed. According to DHS policy, Service Level II clients are basically those with 9 to 11 years of education and with relatively recent work experience at wages above the federal minimum.

- The absolute number of all AFDC caretakers and Service Level II "look-alikes" served by JTPA programs increased from the baseline period to the coordination period in all DHS Regions examined.

- The share of caretakers by service level changed significantly in all regions. Service Level II shares decreased in Regions 3 and 11, accounting for only 28 percent of all caretakers served. Some of this decrease may be explained by the large increase in total time spent in programs in these regions. Region 10 increased total program time by 84 days, by far the greatest change among the regions. Even with the significant increase in program time for all three pilot regions, Region 3's total program time of 240 days still averages the longest of the regions studied.

- DHS Region 1/2 (Amarillo/Lubbock) results showed a significant increase in time spent in holding and no significant changes in the total time in program, placement

rates, real hourly wage at placement, employment duration, or postprogram earnings between the baseline and coordination periods.

- DHS Region 3 (El Paso) results showed a significant increase in both the total program time and the time spent in holding between the two periods. Placement rates, real hourly wage at placement, and average duration of employment improved significantly, while other outcome measures showed no significant change.

- DHS Region 9 (San Antonio) results showed a significant increase in total program time, real hourly wage at placement, percent receiving benefits, average duration of employment, and postprogram earnings. The percent placed showed no significant change between the periods. Given that baseline economic conditions were healthier, these findings are extremely robust and what one would hope to find.

- DHS Region 10 (Beaumont/Port Arthur) results showed both a significant increase in total program time and a decrease in time spent in holding, as expected. The percent placed and employment duration both improved significantly over the period, but none of the other outcome measures showed any significant change. Given the improving economic conditions in this region between the periods, some of the performance improvement may be attributed to economic conditions rather than coordination.

- DHS Region 11 (Houston) results showed both a significant increase in total program time and a decrease in time spent in holding, as expected. The distribution of time among JTPA activities changed most dramatically in this region. Real hourly wage at placement and average duration of employment improved significantly but other outcome measures showed no significant difference between the two periods. Given the improving economic conditions in this region between the periods, some of the performance gains may be attributed to improved economic conditions generally.

Generally, JTPA programs in REFOCUS pilot regions exhibited greater performance gains than the other regions studied. However, even with these performance gains, Region 3 continues to lead all regions in employment retention and earnings for Service Level II caretakers. This may be partially attributed to the emphasis on occupational skills training in Region 3 and the longer time that caretakers were enrolled in JTPA. Based on results from the site visits, it should also be noted that coordination in the

pilot regions seems to be a fragile process that can deteriorate quickly due to a change in personnel or agency operating environment.

Statistical Analysis of REFOCUS-to-JTPA Referrals. To evaluate the degree to which changes in program coordination affected participants' program outcomes -- especially their employment, earnings and welfare recidivism -- individual-level REFOCUS enrollment information, JTPA participant data, and UI wage records all were examined. This examination stressed findings from the three REFOCUS pilot regions. Exploratory analysis of the REFOCUS-to-JTPA referral process revealed the following results:

- Approximately 21-33 percent of profiled Service Level II caretakers were referred to JTPA from the REFOCUS program. The number of total REFOCUS referrals generally started small, reached a peak, and then began to decline over time.

- Service Level II caretakers constituted from 79 to 96 percent of all REFOCUS referrals across the entire study period. Further, in most regions, the share of referrals to JTPA accounted for by Service Level II caretakers increased substantially over time.

- Across the entire study period, from 25 percent (Region 10) to 38 percent (Region 9) of all REFOCUS referrals actually enrolled in a JTPA program. The enrollment rates for Service Level II caretakers were similar.

- The average length of time between REFOCUS referral and JTPA enrollment was about 2 to 3 months.

- Both the Southeast Texas and Upper Rio Grande SDAs maintain applicant as well as referral and enrollment data, supporting more detailed analysis. In these SDA's, 76 percent (Southeast) and 68 percent (Upper Rio Grande) of REFOCUS referrals actually completed the JTPA application process. Six of every ten caretakers who applied actually enrolled in JTPA.

- By the end of the coordination period, the share of all REFOCUS referrals who entered JTPA programs remained low, ranging from less than 8 percent in Region 11 to 26.7 percent in Region 9. A somewhat larger share of enrollees had been profiled by REFOCUS but not referred to JTPA prior to their enrollment. From 43 percent (Region 10) to 59 percent (Region 11) of AFDC caretakers enrolling in

JTPA during the second quarter of 1990 had had no contact with the REFOCUS program at all.

- Few significant differences in program characteristics, employment rates and postprogram earnings were found between REFOCUS referrals and other AFDC caretakers with similar characteristics (i.e., Service Level II "look-alikes") who participated in JTPA Title IIA programs.

These results are based on exploratory analysis. They do not provide the last word on the referral process in these regions. Instead, they should help to establish baseline expectations for start-up programs of this type. Further analysis of referral and enrollment patterns could provide valuable information for those responsible for planning and implementing JOBS programs.

Rural Coordination Issues. In order to assess service delivery, coordination practices, and the opportunities and barriers facing rural welfare-employment programs in Texas, field visits were made to two rural sites: the Deep East Texas (State Planning Region 14/DHS Region 10) and South Plains Rural (State Planning Region 2/DHS Region 1/2) SDAs. Specific issues examined at each site corresponded to the five coordination areas referenced in the Governor's (JTPA) Coordination and Special Services Plan for Program Years 1990-1991: planning; referral, intake and assessment; data (reporting); client management; and evaluation of program results.

Results from the field visits revealed a number of special opportunities as well as barriers to rural employment and training service delivery. Opportunities unique to more rural areas include the following:

- Smaller numbers and reduced population mobility in rural areas give rise to intimate relationships both among program staff and between program staff and the people they serve, tending to create opportunities for effective service delivery.

- Rural Texas clients generally turn to extended networks of family and friends for their child care needs, opting for self-arranged care. To the extent that funding for self-arranged care is available to welfare clients, their hours of care provide more flexibility for AFDC caretakers to attend education classes or training as well as for taking a job which requires evening or weekend hours.

- Resource constraints can have a positive effect on service delivery. Service providers tend to understand the economic imperative they are facing, recognize the absolute necessity of working together to see that clients are well served, and tend to rely on their service delivery "partners" for survival.

- In one sense, transportation can serve as an opportunity in rural areas. For clients who have access to reliable transportation, it takes far less time and effort to negotiate the same distance as in larger cities. Without access to reliable transportation, however, rural residents are faced with an almost insurmountable obstacle.

- Levels of anti-public sector bias appear to be lower in rural areas due to economic and other circumstances, facilitating service delivery in these areas relative to urban ones with greater bias.

With few exceptions, the barriers faced by urban and rural service providers differ laregely in scope. The barriers uncovered tended to more directly affect the delivery of welfare-to-work program services than their coordination. While typical barriers to coordination (e.g., turf issues, agency autonomy) appeared to play a less prominent role in the rural areas, the program delivery barriers were more numerous and seemingly insurmountable. Primary barriers encountered included the following:

- Program design often impedes service delivery in rural areas. REFOCUS as implemented may not have been well suited to rural areas--areas accustomed to dealing with small numbers and one-on-one relationships.

- Limited employment opportunities and the absence of benefits packages in the majority of job openings will presumably have a significant effect on the employment longevity of rural participants.

- Ample modes of transportation are limited in rural areas. Where public bus systems do exist, their routes and schedules are limited. Furthermore, although most people seemed to have cars or access to one, their reliability was a problem.

- Rural areas tend to have few child care centers; self-arranged care predominates. Funding strictly for center-based care leaves many families' child care needs unmet. Funding for self-arranged care might better serve rural residents.

I. Introduction

A. Project Origins[1]

In recent years, there has been growing concern with coordination among publicly-funded programs, including those designed to move welfare recipients off the rolls and into unsubsidized employment.[2] In Texas, a number of programs target welfare recipients directly or indirectly for services designed to enhance their education and skill levels and to move them into unsubsidized employment. These include: employment services provided by the Texas Employment Commission (TEC); job training offered through local programs funded by the Texas Department of Commerce (Commerce) as part of the Job Training Partnership Act (JTPA); vocational education which is overseen at the state level by the Texas Education Agency (TEA) at the secondary level and the Higher Education Coordinating Board at the postsecondary level; and those efforts operated directly by the Texas Department of Human Services (DHS). Each program has its own master, structure and set of legislative and regulatory requirements.

Researchers at the Bureau of Business Research and the Center for the Study of Human Resources of the University of Texas at Austin have invested considerable time and energy over the past five years in analyzing participation in and outcomes from these programs. They have produced reports examining Texas postsecondary vocational education, JTPA, ES and welfare-to-work initiatives, including an evaluation of the State's readiness for implementing the 1988 Family Support Act's Job Opportunities and Basic Skills (JOBS) training program.[3] The Texas Legislature directed Commerce to contract with The University of Texas at Austin for an evaluation of public and private coordination efforts affecting the delivery of job training services to recipients of Aid to Families with Dependent Children (AFDC), especially those targeted for services under JOBS. The project was initiated in October 1989 and will run through late 1991.

B. Key Project Components

This project addresses two main questions, which will be answered through a combination of two key project components, statistical analysis and field visits.

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[1]This section draws on earlier reports in the series by Gula and King (1990) and Schexnayder, King and Olson (1991).

[2]The most recent of these have been produced by teams of researchers at the Urban Institute. See: Nightingale and Burbridge (1987); Burbridge and Nightingale (1989); and an earlier one concerning the preceding Work Incentive (WIN) programs by Mitchell, Chadwin and Nightingale (1980).

[3]For example, see: King and Schexnayder (March and November 1988); and Schexnayder, King and Ambrosino (1989).

- To what extent are Texas job training, welfare and related programs coordinated at the local level? A subquestion is: how has the nature and degree of coordination changed over the period of concern, i.e., the 1985-1989 period?
- How have changes in the nature and degree of coordination among these programs affected participants' program outcomes, especially their employment, earnings and welfare recidivism?

Statistical analysis. The statistical analysis for this project encompasses two parts, the first of which will be conducted in two phases. Welfare dynamics and employment outcomes were analyzed for AFDC caretakers for FY1986 and FY1987, a period during which little program coordination was likely to be occurring between the key agencies serving AFDC recipients.[4] Results from the baseline analysis were reported in an earlier paper and include revised estimates of welfare (AFDC) spell duration and rates of recidivism, the degree to which AFDC exits results are successful, and identification of the factors influencing this result.[5] This statistical analysis was conducted both for the entire state and for selected substate areas.

As data become available for FY1989 and FY1990, researchers will complete the second phase of this effort, analyzing differences in welfare participation and employment outcomes for AFDC caretakers between the baseline and coordination periods and assessing the degree to which coordination played a role in reducing AFDC duration and improving labor market outcomes. This report will be completed in the fall of 1991.

The second part of the statistical analysis, which is included in this paper, examines the effects coordination has had on the number and types of AFDC caretakers served by JTPA and closely examines changes in participant outcomes occurring between the baseline and coordination periods being studied. This was accomplished by analyzing JTPA participant files and accompanying UI wage records in five DHS regions across Texas.

Also included in this paper is a statistical analysis of the referral and enrollment process between DHS' REFOCUS program and JTPA programs in five regions of the state. In conjunction with field surveys, this analysis will assess how well referrals and enrollments were coordinated between DHS and Commerce during the coordination period.

Field surveys. Researchers have also visited selected local sites in the state interviewing program administrators and staff and collecting reports and other materials to document the nature and extent of coordination among key programs designed to move AFDC recipients towards self sufficiency.[6] The latest round of site visits focused

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[4]Texas' state fiscal year (FY) is from September 1 to August 31.
[5]See: Schexnayder, King, and Olson (1991).
[6]For the first report on this field work, see: Gula and King (1990).

specifically on rural coordination issues and is reported in this paper. Results from the site visits will be used in conjunction with the statistical analysis to answer the main research questions and will be reported in the final coordination evaluation report.

C. Report Content: Effect of Coordination on JTPA Services to AFDC Recipients and An Analysis of Rural Coordination Issues

This report is organized into four main sections. The first section provides an overview of the research project and its components, including its history and expected products. The second analyzes the impact that coordination has had on JTPA services to AFDC caretakers. This is accomplished by a statistical analysis of the differences in client characteristics, program characteristics, job placements, and postprogram employment outcomes between the baseline period and the coordination period. This analysis was conducted for three substate regions where DHS was piloting its REFOCUS program and two comparison regions, one with a history of well-coordinated programs and one in which REFOCUS was implemented so late in the study period that it should have had little impact. In the third section, the REFOCUS referral process from DHS to JTPA is examined. Descriptive statistics are included so that more can be understood about the number of persons who actually were referred from REFOCUS to JTPA, the number who enrolled in a JTPA program, how long this process took, and how it changed over time. The final section presents results from site visits to two rural areas and examines both the advantages and disadvantages of operating coordinated education, employment and training programs for AFDC caretakers in this type of setting.

Appendix A presents coordination impact results for individual SDAs located in the five DHS regions under study. A Technical Appendix describing the construction of the research data set and methodologies used to conduct the statistical analyses is also available from the authors on request.

II. Impact of Coordination on JTPA Services to AFDC Recipients

A. Background

JTPA Programs. This project examines coordination in Texas welfare-to-work programs from 1985 to 1989 in what might be thought of as the immediate pre-JOBS period. This report focuses specifically on the coordination of JTPA services for AFDC recipients. JTPA offers federally-funded employment and training services primarily for economically disadvantaged individuals--including AFDC recipients--under a series of titles and subparts, some of which are more relevant to this population than others.[7] Title IIA is the "core" JTPA training program, offering a broad array of employment and training services under the following key subparts:

- Local Training: Nearly four of every five (78 percent) training dollars received by the state are passed on to local private industry councils (PICs) responsible for programs in their respective service delivery areas (SDAs). Ninety (90) percent of those served must be economically disadvantaged, including AFDC recipients.
- Education Coordination: Another eight (8) percent of these funds is set aside--80 percent for local participant services, 20 percent for state activities--to promote education coordination. Considerable remedial education and literacy training is supported for AFDC clients under this subpart.[8]
- Performance Incentives: Six (6) percent is dedicated to providing incentive awards to PICs based on performance--including bonuses for serving "hard-to-serve" groups such as AFDC--as well as for offering technical assistance.
- Remaining Allocation: Of the remaining funds in Title IIA, three (3) percent supports programs for older workers, and five (5) percent may be used for administration.

In addition, large numbers of AFDC youth--many of whom are teen parents--are served under Title IIB, the Summer Youth Employment Program. Since 1986, summer youth programs have incorporated remedial and basic skills components in addition to the traditional 8-10-week work experience activities. Title III has become a large JTPA

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[7]For a more complete discussion, see King and Schexnayder (November 1988).

[8]These funds also are called "123 funds" in most states, indicating the number of the legislative section governing their use. Note that since these funds are actually administered by TDoC, technically they are "121 funds" in the State of Texas.

component in recent years, but it serves dislocated workers exclusively, few of whom are on welfare.[9]

Funding for self-sufficiency programs available for economically disadvantaged individuals--including AFDC caretakers and their families --expanded dramatically during the period covered by this analysis, as indicated in Table 1. This table shows funding for JTPA, as well as for a number of other programs available for welfare clients. Related programs included here are: labor exchange services provided by TEC and funded under Wagner-Peyser; Work Incentive (WIN) Demo (including AFDC Job Search), and now JOBS program services provided by DHS and funded under Title IV of the Social Security Act (as amended by the Family Support Act of 1988); and adult education and literacy services provided through local Adult Education Cooperatives around the state and funded primarily under the Adult Education Act. The first two programs are supported exclusively by federal funds, while the last two reflect a mix of federal and state monies.

From PY1985 to PY1989, JTPA funding, which easily dominates the picture in Texas, increased by almost $114 million overall. Title IIA funding rose by more than $71 million, an increase of more than 72 percent. Figure 1 shows this increase graphically and the way it compares to funding for the other related programs. In comparison, labor exchange, WIN and adult education funding remained relatively flat over this period. For future reference, it is interesting to note that, while DHS' program services funding has risen sharply in FYs 1991-1992, JTPA funding has peaked and fallen noticeably. This drop in JTPA funds--coupled with increasing unit costs associated with serving harder-to-serve groups like AFDC--is likely to make it difficult to obtain additional services from PICs in the near future.[10]

Major state-initiated coordination efforts with the potential for affecting AFDC clients, programs and outcomes during the study period are described briefly in the following section. A number of nationally-initiated developments emanating from the U.S. Department of Labor's Employment and Training Administration (ETA) may also have had important effects. First, the 1986 JTPA Amendments increased the emphasis on providing remedial components in Title IIB programs. Second, since late 1986, the Department of

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[9]As the AFDC-Unemployed Parent (UP) Program expands, services under Title III may become more important to this discussion. AFDC-UP was implemented in October 1990 in response to the passage of the Family Support Act of 1988.

[10]The national JTPA appropriation has remained essentially flat over this time period. However, given the emphasis on relative unemployment shares in the JTPA allocation formula, Texas with its high mid-1980s rates has experienced expanding funding until just recently. Other parts of the country are now encountering higher unemployment and thus are receiving higher JTPA allocations.

Table 1
Funding for Selected Education Employment and Training Programs in Texas, 1985-1992

	1985-1986	1986-1987	1987-1988	1988-1989	1989-1990	1990-1991	1991-1992
Job Training Partnership Act							
Title IIA-Adults/Youth	$98,947,206	$95,881,888	$133,423,425	$164,186,519	$170,320,426	$153,037,688	$143,124,481
Title IIB-Summer Youth	40,664,275	39,359,348	43,439,896	64,587,093	65,527,821	59,944,324	55,412,026
Title III-Dislocated Workers	7,474,223	3,403,875	10,951,506	22,167,595	24,999,936	39,866,018	38,638,274
JTPA Total[a]	$147,085,904	$138,645,111	$187,814,827	$250,941,207	$260,848,183	$252,848,030	$237,174,781
Wagner-Peyser Act							
Labor Exchange	$44,125,620	$45,812,204	$50,244,912	$50,107,228	$50,709,087	$50,652,021	$52,089,448
Social Security/Family Support Act							
WIN Demo/JOBS[b]	$12,445,623	$14,040,514	$14,479,975	$17,617,770	$21,473,843	$38,255,905	$84,769,372
Education							
Adult Education[c]	$13,731,341	$13,463,418	$13,832,837	$14,460,413	$15,671,000	$16,886,000	$19,833,000

Note: Totals reflect both federal and state funds where appropriate. JTPA and Labor Exchange follow Program Years (i.e., July - June). Other programs are by State Fiscal Year (i.e., September - August) for Adult Education on Federal Fiscal Year (i.e., October - September) for WIN Demo/JOBS.

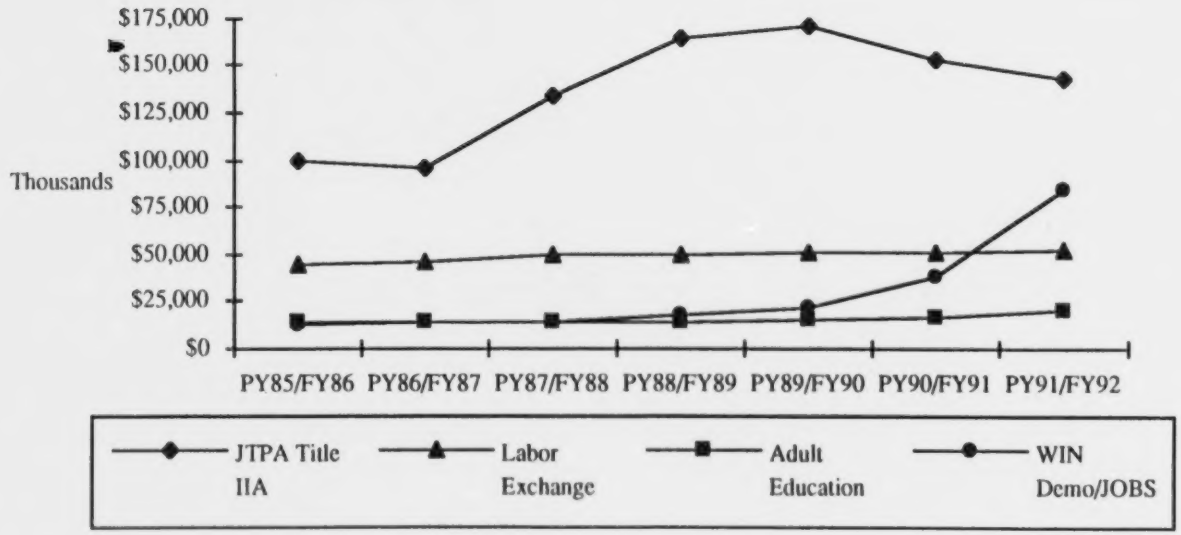
[a]Title IVC-Veterans Program not included in the JTPA total.

[b]Expenditures data through FY91; estimated funding for FY92. WIN Demo (including AFDC Job Search) ended in FY90; JOBS began in FY91. Funding totals exclude any TDHS indirect costs, but include support services (e.g., child care, transportation).

[c]Legislature appropriated an additional $1 million annually for AFDC/JOBS adult ed for 1989-91, increasing to $2 million for 1991-92. Beginning in 1990-1991, these funds were matched with JOBS monies; for 1990-92, federal JOBS matching funds for adult ed included in the JOBS totals.

Source: Figures provided by TDoC, TEC, TDHS and TEA.

Figure 1
Funding for Selected Education, Employment and Training Programs in Texas



Source: Table 1

Labor through many of the avenues available to it for communicating policy shifts, has issued the message that longer-term, more intensive training was not only good but desirable. Communicating this policy shift began under then-Secretary William Brock and his Assistant Secretary for ETA Roger Semerad and has continued gaining currency under subsequent Secretaries and Assistant Secretary Roberts T. Jones and others. Third, beginning in PY1988, ETA's guidance on performance standards for Title IIA shifted noticeably in two respects:[11]

- Welfare households were mentioned explicitly in the list of groups to receive emphasis as among the "most disadvantaged" groups; and
- Based on research findings then coming to light stressing that cost standards led to reduced service levels to welfare and other harder-to-serve groups, ETA changed its stance to one of expecting *increased* unit costs--due to more intensive treatments and greater targeting of the disadvantaged. Language in previous guides had suggested that reduced costs would be expected to follow from closer ties with the private sector.

Moreover, the Secretary of Labor's JTPA Advisory Committee which spent more than a year reviewing JTPA and its relations with other programs, including those for welfare recipients, issued a report in March 1989 which called for increased targeting on the most disadvantaged groups, more emphasis on assessment and longer-term training, and keeping the cost standard but not permitting its use in determining incentive awards.[12] ETA dropped cost standards--and all other immediate outcome standards--altogether for PY1990-1991, introducing a system of standards for adults based exclusively on participant follow-up data.

Major State-Initiated Coordination Efforts. As shown in Table 2, there were a number of state-initiated, welfare-to-work coordination efforts in the 1985-1989 period.[13] Although JTPA program staff had varying levels of involvement in most of these efforts, they played a key role in developing and/or implementing more than half of these initiatives. The ones described briefly here address those efforts where JTPA played or shared a leadership role.

JTPA/DHS Coordination Agreements. DHS and the Texas Department of Community Affairs (TDCA), then the state administrative entity for JTPA, signed a state-level non-financial coordination agreement in 1985. This and subsequent agreements

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[11]U.S. Department of Labor (June 1988), Section B.
[12]U.S. Department of Labor (March 1989).
[13]This discussion summarizes the more complete discussion of state coordination initiatives in Gula and King (1990).

encouraged similar agreements locally, promoted interagency data sharing and established eligibility guidelines.

Teen Parent Initiative. A multi-agency Teen Parent Initiative was launched in September 1985 to promote self-sufficiency of pregnant teens, teen parents and teens at risk of becoming parents too soon. DHS was the lead agency for the initiative in 1987, establishing a statewide clearinghouse for teen pregnancy information. Two pilots were established--Project Redirection in El Paso, 1987-1990; and Project TEAM (Training and Employment for Adolescent Mothers) in Houston, 1987-1988. A comprehensive program of services for teen parents, including education, health care, family planning, employment training, child care, etc., was developed at each site.

Corporate Coordination Model Projects. The Governor's Corporate Model Projects, relying primarily on JTPA funding and some TEC Wagner-Peyser 7b funds, were initiated beginning in PY1986 with two projects: Austin (September 1986) and Dallas (early 1987). The model was to train AFDC recipients for employment with corporations which were to provide wages above the minimum, benefits for caretakers and their dependents and career opportunities. Local partnerships between PICs, corporations and welfare offices were emphasized. The projects apparently lost their identity as special initiatives in late 1987 or early 1988. Increased state/local coordination between key players very likely occurred in the short run as a result of these projects.

JTPA/AFDC Enhancement Projects. In late PY1986, a series of projects were funded with Title IIA Six Percent funds as part of a hard-to-serve initiative. These locally-based projects designed to enhance services to AFDC recipients were funded in all but 2 SDAs by PY1987. Projects were either discontinued in 1988 or integrated into regular Title IIA programs. Little is known about the projects or their impacts. However, as on partial result, TDCA/Commerce ultimately prepared SDA-specific AFDC participation goals for Title IIA. These were first implemented in PY1988 and have remained part of the regular JTPA Title IIA planning process.

JTPA/DHS/TEC Coordination Conferences. In May 1987, TDCA, DHS and TEC jointly sponsored a "Partnership for Self-Sufficiency Conference" focussing on welfare-to-work program coordination including staffs from key state agencies, as well as from DHS Regional Directors and all 34 SDAs. This conference shared policy/program information on welfare-oriented programs. Joint conferences were subsequently held in sixteen sites, funded through JTPA but with active participation by the other agencies.

Mandatory DHS Private Industry Council Representation. In 1987, the Texas JTPA Act of 1983 was amended to require that all Texas PICs include area DHS representatives (Section 7d) and that the SJTCC assist PICs in developing programs to

Table 2
Chronology of Welfare-to-Work Coordination Initiatives in Texas, 1985-1989

Date	Coordination Initiative
1985	JTPA/DHS Coordination Agreement
1985	Teen Parent Initiative
1986	Corporate Coordination Model Projects
1987	JTPA/AFDC Enhancement Projects
1987	JTPA/DHS/TEC Coordination Conferences
1987	Mandatory DHS Private Industry Council Representation
1987	Texas Literacy Council
1988	DHS REFOCUS Initiative
1988	AFDC Job Search Workshops
1989	Joint JTPA/AFDC Eligibility and Referral Policy
1989	DHS/Coordinating Board Educational Broker Pilot Projects
1989	DHS/TEC UI Wage Records Access Project
1989	TEC Case Management
1989	AFDC Adult Education Expansion

Source: Gula and King (1990), Table 1.

serve AFDC recipients. During PY1988, the last of the 34 PICs came into full, technical compliance with Section 7(d). The addition of local DHS representatives may have led to more effective day-to-day coordination at least in planning local JTPA programs for welfare recipients in some areas. DHS has been represented on the Texas SJTCC since 1985.

Joint JTPA/AFDC Eligibility and Referral Policy. In August 1989, a joint eligibility and referral policy was established for AFDC and Food Stamp recipients in Texas. This policy included a joint referral form (DHS Form 2738) and joint interagency training on its use. It was intended to expedite AFDC and Food Stamp referral to, and participation in, JTPA, as well as to eliminate the need for clients to obtain additional documentation for JTPA enrollment. The form was officially transmitted to SDAs in early 1990; DHS adopted it for substate use before its joint adoption June 1988.

The REFOCUS Initiative. REFOCUS was piloted by DHS in 1988 and was operational statewide by the end of 1989. In pre-REFOCUS days, the DHS/FSS approach to screening clients and referring them for services was minimalist, in keeping with their

lean budgets. DHS contracted with TEC for minimal job search and related services and might also refer some clients to JTPA for training. REFOCUS redirected the welfare-to-work program mission from immediate employment for all caretakers to more client-oriented, self-sufficiency strategies for selected groups. Before being replaced by the JOBS program in late 1990, its mission eventually evolved to long-term economic independence for those participating.[14]

A major component of REFOCUS was coordination with other systems serving AFDC recipients, especially TEC for job placement and JTPA for training. Developing and maintaining an extensive, coordinated system of supportive resources both within DHS and within the community was listed as a secondary objective. Clients participating in REFOCUS were profiled into separate categories by DHS staff based on their education, work history and the presence of other barriers.[15] Three classifications were used: Service Level I clients were those with recent work history or a high school education/GED and few other barriers; Service Level II clients were those with at least an 8th grade education and some recent work experience; and Service Level III clients were those with limited work experience, less than an 8th grade education and other major barriers.[16]

The activities and services provided to REFOCUS clients who were actively referred by DHS varied depending on the service level into which they were classified. Service Level II clients became the primary focus for intensive DHS services and for more extensive non-DHS programs, particularly JTPA. They were expected to obtain employment above the minimum wage with the provision of job training, support services and other assistance, including case management services from DHS. Except for some support services and case management, any education, remediation, adult basic education, job training, and/or job placement activities and services were obtained from other, non-DHS programs and resources. JTPA was the usual first stop for these clients who were guided by their case manager. While the experience has varied from area to area, there have been indications that most AFDC clients did not wait for DHS workers to outreach, screen, categorize and refer them for services. The actual patterns and their underlying reasons are explored in this report.

Regional Economic Profiles. This analysis measures the change in JTPA services to and outcomes for AFDC caretakers between the baseline period from September 1985-August 1987 period and the coordination period from September 1988-June 1990. Because Texas experienced major fluctuations in its economy during the period of study,

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[14]A more complete discussion of REFOCUS is contained in Gula and King (1990) and in DHS (1989).
[15]DHS originally labelled its three groups by "categories" but changed this terminology to "service levels" during REFOCUS. "Service level" is used throughout the paper.
[16]Ibid.

results for individual regions of the state may have been somewhat influenced by the overall economic conditions in that region. These conditions are summarized briefly below, both for the entire state and each substate region being studied. These economic circumstances are considered when interpreting the results for each region.

In the baseline period, the Texas economy was suffering the effects of the oil price collapse of 1985. Oil related areas of the state were the first to feel the impact. The effects included the collapse of the real-estate market, a shutdown of construction, high unemployment, and a decline in per capita income. Some areas of the state were not affected by the slowdown until the coordination period. In the coordination period, a moderate recovery was beginning in most areas of the state. The recovery was rather weak because the national economy was in the beginning stages of recession.

The Panhandle area (DHS Regions 1/2) economy did not change substantially between the baseline and coordination periods. Both periods were characterized by relatively low unemployment and weak to moderate growth. Per capita incomes rose somewhat between the two periods, but the change was not especially different from the change in state per capita income in the two periods. The two periods are similar enough in the Panhandle that, as an approximation, one may safely disregard economic effects as a major cause of change in participant outcomes between the two periods.

El Paso (DHS Region 3) has chronically the highest unemployment of the major MSAs in the state. This was true for both the baseline and coordination periods. In the baseline period, El Paso experienced balanced growth in all sectors of the economy, especially manufacturing, services and government. In the coordination period this growth moderated, and one sector, construction, actually suffered a decrease in employment. Per-capita income in El Paso is the lowest of the major MSA's. It grew at approximately the same rate as the state between the two periods. The two periods are similar enough in El Paso that, as an approximation, one may safely disregard economic effects as a major cause of change in outcomes between the two periods.

San Antonio's economy (DHS Region 9) was one of the last to feel the Texas recession. Its economy is relatively stable due to the large military presence. This stability kept San Antonio growing during the baseline period, even though some parts of the state were in decline. The general malaise in the state's economy caught up to San Antonio in the coordination period, causing its economy to stagnate. The coordination period economy in San Antonio was characterized by a slight decline in income relative to the

Table 3 Texas Economic Profile		
	Baseline Period 9/85 to 8/87	Coordination Period 9/88 to 6/90
Texas		
Unemployment Rate	8.65	7.00
Employment Growth Rate	0.35	1.14
Per Capita Income	$16,119	$16,303
DHS Region 1/2: Panhandle		
Unemployment Rate	6.45	5.2
Employment Growth Rate	1.55	0.88
Per Capita Income	$14,667	$14,954
DHS Region 3: El Paso		
Unemployment Rate	11.10	10.45
Employment Growth Rate	4.19	1.44
Per Capita Income	$10,985	$11,238
DHS Region 9: San Antonio		
Unemployment Rate	7.55	7.6
Employment Growth Rate	2.94	0.08
Per Capita Income	$15,062	$14,957
DHS Region 10: Beaumont		
Unemployment Rate	13.3	9.65
Employment Growth Rate	0.86	1.75
Per Capita Income	$15,348	$16,045
DHS Region 11: Houston		
Unemployment Rate	9.60	6.35
Employment Growth Rate	1.65	3.48
Per Capita Income	$17,695	$18,302

baseline period, and zero employment growth. Unemployment was comparable for both periods.

Because the baseline period was characterized by a healthier economic environment than the coordination period, it is not safe to ignore the effects of the economy on the outcomes of JTPA programs. If coordination had no effect, a worsening of the potential outcomes between the two periods would be expected. Therefore, if a worsening of an outcome is observed, it cannot be wholly ascribed to coordination. Conversely, if an improvement of outcomes is observed, then the improvement attributable to coordination may be understated by the observed improvement.

The Beaumont area (DHS Region 10) was very hard hit by the oil price collapse in the baseline period, suffering a substantial loss of jobs in all sectors, especially oil refining, other manufacturing and mining. The region experienced a weak recovery during the coordination period.

Because the coordination period was characterized by a healthier economic environment than the baseline period, it is not safe to ignore the effects of the economy on the outcomes of JTPA programs. Even if coordination had no effect, one would expect to see an improvement of the potential outcomes in the coordination period. Therefore, if an improvement of an outcome is observed, the improvement cannot be wholly attributed to coordination.

Houston (DHS Region 11) was also hit hard by the oil price collapse in the baseline period, suffering a substantial loss of jobs in all sectors, especially manufacturing (including oil refining and oil field machinery) and construction. The region experienced a moderate recovery during the coordination period.

Because the coordination period was characterized by a healthier economic environment than the baseline period, it is not safe to ignore the effects of the economy on the outcomes of JTPA programs. Even if coordination had no effect, an improvement of the potential outcomes in the coordination period would be expected. As with Region 10, any improvement in participant outcomes cannot be wholly attributed to coordination.

B. Research Methodology

Research Questions. Two major research questions have been developed to determine the impact of program coordination on JTPA services to and outcomes for AFDC caretakers.

- Are the numbers and types of AFDC caretakers served by JTPA Title IIA programs significantly different between the baseline and coordination periods?

- Are the program treatments and outcomes significantly different between the baseline and coordination periods for AFDC caretakers with similar characteristics?

As discussed in earlier reports, measuring the impact of coordinated programs on participant outcomes is not a straightforward process. A number of factors other than coordination can influence an AFDC caretaker's chances of effectively participating in a JTPA program and becoming employed. One of the more influential of these is the general economic climate of a particular region. Economic changes have been discussed above and will be considered in interpreting the results of these research questions.

Time Periods and Geographical Regions. In order to answer these research questions, two time periods were compared for five substate regions. The regions were selected to provide a mix of one with a history of well-coordinated programs that pre-dated REFOCUS, three which operated REFOCUS throughout the coordination period, and one which didn't begin to implement REFOCUS until the middle of the coordination period.

This research spans the five-year period from September 1, 1985 through June 30, 1990. The baseline period, during which little program coordination was occurring between JTPA and DHS, encompasses activity occurring between September 1, 1985 through August 31, 1987. The coordination period, during which REFOCUS and a number of other coordination initiatives were begun, covers activity occurring between September 1, 1988 and June 30, 1990. While results are presented for persons who were likely to be members of JOBS target groups, it should be noted that the period of this study ends prior to October 1, 1990, the starting date for the JOBS program in Texas.

Five substate regions are examined in this analysis. These regions were chosen to represent areas with varying degrees of interagency coordination during the study period and to ensure some degree of diversity in urban/rural character and in race/ethnic composition. DHS Region 3 (El Paso) was selected because of its history of operating coordinated programs and its impressive labor market outcomes for AFDC caretakers in JTPA programs during the baseline period.[17] DHS Regions 9 (San Antonio), 10 (Beaumont/Port Arthur), and 11 (Houston) were selected because REFOCUS operated in these regions for the entire coordination period. Finally, Region 1/2 (Amarillo/Lubbock) was selected in part because it was among the last regions to implement begin REFOCUS. Since REFOCUS did not begin in Region 1/2 until November of 1989, any changes in outcomes between the two periods should most likely be attributed to factors other than REFOCUS.

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[17]See King and Schexnayder (December 1988).

Data Sources and Research Data Sets. To conduct this statistical analysis, researchers assembled an extensive, client-specific data base drawn primarily from PY1985-1989 JTPA program records. These records were supplemented by AFDC data from the same time period and employment and earnings files maintained by TEC as part of the Unemployment Insurance (UI) system.

Research data sets have been constructed for each of the five substate regions under study. Each data set includes information for all AFDC caretakers who were concurrently enrolled in AFDC and JTPA programs during either the baseline period or the coordination period.[18] JTPA demographic and program data have been supplemented with AFDC spell data (used to compute JOBS target group status) and UI earnings data for four calendar quarters following termination from JTPA.

Statistical Tests. To determine the significance of any changes between the baseline and coordination periods, the Chi-Square test for the difference between means or proportions was used. Comparisons were conducted for all AFDC caretakers who terminated from a JTPA program during the baseline or coordination period, as well as for those caretakers who had education and work experience similar to those of Service Level I, II, and III REFOCUS clients.[19] Finally, as an indicator of the preparedness of these regions for the JOBS program, changes were noted in the share of participants who had characteristics similar to persons targeted for service in the JOBS program.

C. Expected Results

To assess differences in JTPA services to AFDC recipients between the baseline and coordination periods, changes in selected client characteristics, program characteristics, job placements, and postprogram outcomes were measured. Because expectations for well-coordinated programs are sometimes counterintuitive, a brief explanation of these measures, the groups for whom they are measured, and expected results follows.

Client Characteristics. Both the average annual number of AFDC caretakers served and the share of caretakers by REFOCUS service level and JOBS target group were examined. Given the increase in JTPA Title IIA funding from the baseline to the coordination period, it is expected that the overall number of AFDC recipients would increase.

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[18]Determination of the universe of concurrent AFDC/JTPA participants was accomplished by matching Social Security numbers from each file. A more complete discussion of the reasons neither file completely identified this population is provided in the Technical Appendix (available on request).

[19]Designation of service levels for AFDC caretakers by DHS actually includes other factors besides education and work experience. Thus, persons included in a given service level based only on these factors may have actually been assigned to a different service level. This issue is discussed more fully in the Technical Appendix (available on request).

Of greater interest is the extent to which the characteristics of the AFDC caretakers served by JTPA have changed. Section 203(b)(3) of JTPA requires that SDAs serve on an equitable basis those AFDC recipients who are either required to or have voluntarily registered for employment services under Title IVA of the Social Security Act. Further, as noted above, there have been explicit state-established goals for services to AFDC clients since PY1988. Traditionally, JTPA in Texas has served more AFDC caretakers than required. However, many have accused JTPA of "creaming", i.e., serving persons whose education level and previous work experience would give them an excellent chance of succeeding in the labor market, even without JTPA participation.[20] REFOCUS sought to identify and refer to JTPA the "harder-to-serve" AFDC caretakers. That program primarily referred Service Level II caretakers, those with an 8th-11th grade education and little or no work experience, to JTPA for training. Thus, one measure of coordination would be the extent to which the share of Service Level II caretakers increased between the baseline and coordination periods.

Finally, the tables report the number and share of AFDC caretakers who would have been members of the groups targeted for service under JOBS. The groups targeted for service include: custodial parents under 24 who have not completed high school or its equivalent or have three months or less work experience in the preceding year; families in which the youngest child is within two years of age ineligibility; and, caretakers who have received assistance for 36 months or more during the preceding 60 months. Texas has also included AFDC youth aged 16 and 17 who are not in school or training. To receive an enhanced federal match rate, states are required to spend at least 55 percent of their JOBS funds on such target group members. While the agencies were not specifically trying to increase the number of target group members during the coordination period, this measure has been included as an indicator of how well the AFDC caretakers served by JTPA programs will contribute to the JOBS objective of spending 55 percent of the funds on target group members.

Program Characteristics. These measures focus on the length of time individuals spent in JTPA programs and the distribution of that time. In earlier research, King and Schexnayder (1988) reported that SDAs provided relatively short-term training to AFDC caretakers, with a relatively high percentage of that time spent in "holding", i.e., time not actually in activities. If SDAs truly responded to the needs of harder-to-serve caretakers, one would expect that the total time in a JTPA program would increase significantly

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[20]For discussions in "creaming", see: King (1989); Levitan and Gallo (1989); Orfield and Slessarev (1986); and JTPA Advisory Committee (1989).

between the baseline and coordination periods, the share of time in holding would decrease, and the share of time in activities would increase.

The manner in which caretakers are served within JTPA programs varies widely by SDA. Some SDAs deliver services primarily through classroom instruction in basic work skills and behaviors while others rely more on a combination of occupational skills training and OJT. With greater encouragement to enroll harder-to-serve AFDC caretakers, one would expect more emphasis on education and job search skills, both of which are included in "other."[21]

Placements. Ultimately, the success of coordinated programs must be judged by the outcomes they produce. One would expect well-coordinated programs to increase the percentage of Service Level II caretakers placed in jobs between the baseline and coordination periods. As JTPA providers and DHS staff learn more about how much an AFDC caretaker must earn to adequately support her family without AFDC, one would also hope to see higher-quality placements during the coordination period. Higher-quality placements would include both a higher starting wage rate (in real dollars) and a higher likelihood of receiving an employee benefits package.

Postprogram Outcomes. Of particular importance in assessing JTPA's performance in serving AFDC caretakers is the degree to which AFDC caretakers remained employed. In earlier research, the Texas JTPA program did not perform particularly well in this regard.[22] Thus, several measures of performance that one would expect to improve as a result of increased coordination are postprogram measures such as the average duration of employment during the year following placement, the percent of caretakers who were still employed one year after placement and the earnings (in real dollars) for the year following placement.

Measuring Coordination's Impact. While it is interesting to observe the degree to which JTPA generally improved services to AFDC caretakers between the baseline and coordination periods, the primary objective of this research is to measure the extent to which any service improvements can be attributed to better coordination between DHS and JTPA. Two approaches are used to accomplish this objective:

- Because DHS was referring Service Level II caretakers to JTPA through REFOCUS, improvements in service delivery and outcomes will be measured only for persons with education and employment experience similar to those of

[21]A complete description of JTPA activities and the method of calculating activity shares is contained in the Technical Appendix which is available from the authors on request.
[22]King and Schexnayder (1988).

Service Level II caretakers. Both the analysis and the discussion will center on the Service Level II "look alikes."

- The REFOCUS pilot regions (9,10,and 11) should have shown greater improvement in their service to AFDC caretakers than either Region 1/2 or Region 3.

D. Findings

As discussed earlier, five regions of the state were selected for this analysis. Results for each of these regions are discussed below.[23] Although REFOCUS has been described as operating in all counties in each region of the state, an analysis of the distribution of profiled and referred caretakers indicates that some counties and SDAs participated much more fully in this coordinated initiative than others. For this reason, results were computed for each of the SDAs that make up the selected DHS regions. The performance of individual SDAs within these regions is reported in Appendix A.

DHS Region 1/2. The Panhandle Region encompasses northwest Texas, including Amarillo and Lubbock. Three SDAs are located in this region--Panhandle, Lubbock/Garza counties, and South Plains. Region 1/2 was selected for analysis because it was among the last regions of the state to begin REFOCUS, a key coordination initiative being examined. Since REFOCUS did not begin here until November 1989, any improvement in outcomes during the study period should most likely be attributed to factors other than REFOCUS. Economic conditions were similar enough during the two periods that changing economic conditions also can be ignored as a factor affecting performance.

The total number of AFDC caretakers served by JTPA in Region 1/2 increased between the baseline and coordination periods, as would be expected during a period of increasing JTPA funding (Table 4). The share of Service Level II caretakers increased from 27 to 34 percent, a change which was statistically significant.

Program characteristics showed little change between the periods. Interestingly enough, Service Level I caretakers, i.e., those with at least a high school education or significant work experience, averaged longer JTPA program stays than the harder-to-serve Service Level IIs. If anything, service to the Service Level IIs declined over time, with the percent of time spent in holding for this group increasing from 11.8 percent to 21.4 percent. The only significant change that met expectations for a coordinated program was the increased emphasis on "other" program activities during the coordination period.

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[23]Due to the small number of observations for Service Level III caretakers in many regions, results for these caretakers are presented in the tables but not included in the discussion.

Table 4. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 1/2	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	132	93	36	3
Coordination Period (c)	275	170	94	11
Change	143	77	58	8
Percent of Clients by Service Level (d)				
Baseline Period	100.0	70.7	27.4	1.9
Coordination Period	100.0	61.9	34.1	4.0
Change (e)		8.8**	6.8**	2.1**
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	53			
Not in a Target Group	79			
Coordination Period				
In a Target Group	130			
Not in a Target Group	145			
Change				
In a Target Group	78			
Not in a Target Group	66			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	39.9			
Coordination Period, Percent in Target Group	47.4			
Change (e)	7.5*			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	233	250	196	121
Coordination Period, Mean Days	238	265	189	217
Change (e)	5	15	-7	97
Baseline Period, Median Days	181	195	156	126
Coordination Period, Median Days	187	219	157	146
Change (e)	6	25	1	20
Percent Time in Holding				
Baseline Period	17.3	18.8	11.8	42.8
Coordination Period	17.8	16.2	21.4	11.5
Change (e)	0.4	-2.6	9.6**	-31.3**
Percent Time in Activities (g)				
Baseline Period	82.7	81.2	88.2	57.2
Coordination Period	82.2	83.8	78.6	88.5
Change (e)	-0.4	2.6	-9.6**	31.3**
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	40.1	50.1	17.0	0.0
Coordination Period	39.0	55.6	12.1	10.3
Change (e)	-1.1	5.5	-4.9	10.3
Share of OJT, Mean Percent				
Baseline Period	17.3	17.3	17.8	10.8
Coordination Period	18.3	21.0	12.6	24.9
Change (e)	1.0	3.7	-5.1	14.0
Share of Work Experience, Mean Percent				
Baseline Period	2.2	2.1	2.8	0.0
Coordination Period	2.4	2.4	2.6	0.0
Change (e)	0.1	0.3	-0.1	0.0

DHS Region 1/2	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.6	0.0	2.0	0.0
Coordination Period	0.8	0.0	2.4	0.0
Change (e)	0.3	0.0	0.4	0.0
Share of Other, Mean Percent (h)				
Baseline Period	41.7	32.5	63.3	74.2
Coordination Period	41.7	22.1	74.4	65.7
Change (e)	-0.1	-10.5***	11.2*	-8.5
Share of Direct Placement, Mean Percent				
Baseline Period	2.3	2.2	2.8	0.0
Coordination Period	2.0	2.2	1.7	0.0
Change (e)	-0.3	0.1	-1.0	0.0
Placements				
Percent Placed				
Baseline Period	55.1	64.5	33.3	20.0
Coordination Period	56.2	69.9	33.1	40.0
Change (e)	1.0	5.4	-0.2	20.0
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$4.51	$4.61	$4.00	$4.50
Coordination Period	$4.91	$5.09	$4.31	$4.14
Change (e)	$0.40**	$0.49**	$0.31	-$0.36
Percent Receiving Benefits				
Baseline Period	49.7	48.3	58.3	0.0
Coordination Period	47.3	50.0	40.4	25.0
Change (e)	-2.3	1.7	-18.0	25.0
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	1.55	1.67	1.04	0.00
Coordination Period	2.27	2.71	1.17	2.00
Change (e)	0.72***	1.04***	0.13	2.00
Percent Still Employed after One Year				
Baseline Period	46.2	48.3	37.5	0.0
Coordination Period	52.9	60.4	33.3	50.0
Change (e)	6.7	12.1	-4.2	50.0
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$6,533	$6,853	$4,266	n.o.
Coordination Period	$4,687	$5,779	$2,234	$2,897
Change (e)	-$1,846**	-$1,074	-$2,032	n.a.

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

However, with the increase in "holding" and the failure to increase total program time, this change in isolation cannot be considered to be a result of coordination.

Placement and postprogram outcomes also showed little change between the periods, particularly for Service Level IIs. None of the measures changed significantly between the periods for this group, even though postprogram earnings dropped by over $2,000.

Overall, the remarkable similarity in the performance of Service Level II caretakers in Region 1/2 JTPA programs between the baseline and coordination periods provides an excellent backdrop against which to measure changes that occurred in regions that were actively attempting to improve services to this group through REFOCUS. Based on the results from this comparison region, one can conclude that services to Service Level II caretakers did not necessarily improve due to external factors common to all JTPA programs.

DHS Region 3. This region, whose boundaries are the same as the Upper Rio Grande SDA, encompasses El Paso and a large, sparsely populated area of far west Texas. It was selected as a comparison region because of its long history of operating coordinated community-based programs and its impressive labor market outcomes for AFDC caretakers in JTPA programs during the baseline period.[24] REFOCUS began operating in the El Paso region in February 1989, roughly the middle of the coordination period. Given its history, only marginal changes would be expected.

As shown in Table 5, the total number of caretakers served by JTPA programs increased from the baseline to the coordination period. However, the share of Service Level IIs decreased significantly. The El Paso region--like Houston and the Panhandle--continued to serve predominantly Service Level I AFDC caretakers.

Program characteristics for Region 3 were mixed when compared to expectations. The total time in program increased significantly for Service Level IIs, which may indicate that longer-term training was being provided to this group. However, the percent of time in holding also increased from 15.2 percent of total program time to 23.7 percent.

With the inception of REFOCUS, this region also significantly increased the share of time that Service Level II caretakers spent in occupational skills training from 14.0 percent to 26.4 percent. An emphasis on longer-term training and occupational preparation for Service Level I caretakers already existed in the baseline period, accounting for

[24]Note that the DHS Region officially is 3/12 with 12 including the Midland/Odessa area. The region used for this analysis only covers the six-county Upper Rio Grande planning region portion.

Table 5. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 3	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	145	88	46	12
Coordination Period (c)	212	144	59	8
Change	67	57	13	-3
Percent of Clients by Service Level (d)				
Baseline Period	100.0	60.3	31.7	7.9
Coordination Period	100.0	68.0	28.1	3.9
Change (e)		7.7**	3.6**	4.1**
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	89			
Not in a Target Group	56			
Coordination Period				
In a Target Group	113			
Not in a Target Group	99			
Change				
In a Target Group	24			
Not in a Target Group	43			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	61.4			
Coordination Period, Percent in Target Group	53.4			
Change (e)	-8.0**			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	245	275	200	195
Coordination Period, Mean Days	223	218	240	187
Change (e)	-22*	-57***	40*	-8
Baseline Period, Median Days	214	256	176	176
Coordination Period, Median Days	206	207	210	133
Change (e)	-8	-49	34	-43
Percent Time in Holding				
Baseline Period	13.9	14.6	15.2	3.8
Coordination Period	17.5	13.8	23.7	37.9
Change (e)	3.6**	-0.8	8.5***	34.2***
Percent Time in Activities (g)				
Baseline Period	86.1	85.4	84.8	96.2
Coordination Period	82.5	86.2	76.3	62.1
Change (e)	-3.6**	0.8	-8.5***	-34.2***
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	39.5	57.4	14.0	4.8
Coordination Period	43.1	52.5	26.4	0.0
Change (e)	3.6	-4.9	12.4**	-4.8
Share of OJT, Mean Percent				
Baseline Period	10.6	10.6	10.0	13.0
Coordination Period	12.8	13.1	11.1	20.0
Change (e)	2.2	2.6	1.0	7.0
Share of Work Experience, Mean Percent				
Baseline Period	10.2	4.5	21.2	9.8
Coordination Period	10.8	9.5	15.6	0.0
Change (e)	0.6	4.9**	-5.6	-9.8

DHS Region 3	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.0	0.0	0.1	0.0
Coordination Period	0.7	0.0	2.5	0.0
Change (e)	0.7	0.0	2.4	0.0
Share of Other, Mean Percent (h)				
Baseline Period	43.9	27.1	68.7	72.2
Coordination Period	37.1	27.2	55.1	80.0
Change (e)	-6.8**	0.1	-13.6**	7.8
Share of Direct Placement, Mean Percent				
Baseline Period	0.7	0.6	0.0	4.3
Coordination Period	3.1	3.4	2.8	0.0
Change (e)	2.4**	2.8*	2.8	-4.3
Placements				
Percent Placed				
Baseline Period	44.5	57.1	27.2	17.4
Coordination Period	61.9	73.5	40.4	13.3
Change (e)	17.4***	16.3***	13.2*	-4.1
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$4.18	$4.26	$3.73	$4.98
Coordination Period	$4.46	$4.53	$4.15	$4.30
Change (e)	$0.28**	$0.28*	$0.42**	-$0.68
Percent Receiving Benefits				
Baseline Period	59.7	63.0	40.0	100.0
Coordination Period	58.6	59.6	52.3	100.0
Change (e)	-1.1	-3.4	12.3	0.0
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	1.74	1.92	1.28	0.25
Coordination Period	2.85	2.88	2.67	n.o.
Change (e)	1.11***	0.96***	1.39**	n.a.
Percent Still Employed after One Year				
Baseline Period	47.3	52.0	32.0	25.0
Coordination Period	62.7	63.8	55.6	n.o.
Change (e)	15.4**	11.8	23.6	n.a.
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$5,197	$5,583	$4,043	$804
Coordination Period	$6,663	$6,962	$4,771	n.o.
Change (e)	$1,466**	$1,379*	$728	n.a.

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

57.4 percent share of all activities. By increasing the share of Service Level II caretakers who receive occupational skills training during the coordination period, one would expect that these caretakers could eventually experience the higher earnings that Service Level I caretakers in Region 3 have already experienced.

One can begin to see the results of an emphasis on longer-term training in the placement statistics for Service Level IIs. The percent placed in jobs and (real) hourly wage at placement increased significantly between the baseline and coordination periods for both Service Level I and IIs.

Given the date that this region started the REFOCUS program and the already good outcomes compared to other parts of the state, one would not expect to see major changes in postprogram outcomes, which only included persons placed in jobs by June 30, 1989. While the average duration of employment increased significantly for Service level II caretakers, earnings did not show significant change between the periods. It should be noted, however, that the mean annual earnings of $4,771 for Service Level IIs in the coordination period, while still well below a level needed to sustain self-sufficiency, are the highest of any region being studied.

Overall, the results for Region 3 largely conformed to expectations. This region, which provided meaningful training with good results for AFDC caretakers in the baseline period, continued to do so in the coordination period. The patterns of training and initial outcomes for Service Levels IIs have begun to resemble those for the better-educated Service Level I caretakers. Even though performance gains in other regions were greater, this region, with its emphasis on longer-term training, continues to lead the state both in postprogram earnings and employment duration for AFDC caretakers.

Region 9. This region, which encompasses a large portion of south Texas, includes both the Alamo and Middle Rio Grande SDAs. The largest city in this region is San Antonio. Region 9 was one of the original sites for the REFOCUS pilot, which began operations in April 1988. Improved performance for Service Level II caretakers would be expected here because of the REFOCUS initiative. Note also that because economic conditions in this region worsened during the coordination period, any improvement in performance for AFDC caretakers due to coordination is likely to be understated.

As was true for all regions, there was an increase in the number of AFDC caretakers served between the baseline and coordination periods The distribution of caretakers by service level also changed significantly. Approximately 40 percent of all caretakers served during the coordination period had education and work experience comparable to Service Level IIs, among the highest of all the regions being studied.

Table 6. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 9	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	404	220	141	43
Coordination Period (c)	848	456	341	51
Change	444	236	200	8
Percent of Clients by Service Level (d)				
Baseline Period	100.0	54.5	34.9	10.6
Coordination Period	100.0	53.8	40.2	6.0
Change (e)		0.7***	5.3***	4.7***
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	242			
Not in a Target Group	162			
Coordination Period				
In a Target Group	483			
Not in a Target Group	365			
Change				
In a Target Group	241			
Not in a Target Group	203			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	59.9			
Coordination Period, Percent in Target Group	57.0			
Change (e)	-3.0***			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	103	105	94	123
Coordination Period, Mean Days	114	111	116	127
Change (e)	11***	5	22***	3
Baseline Period, Median Days	86	90	79	113
Coordination Period, Median Days	87	86	88	89
Change (e)	2	-4	10	-24
Percent Time in Holding				
Baseline Period	20.5	23.6	17.5	14.3
Coordination Period	16.7	18.0	15.2	15.1
Change (e)	-3.8***	-5.7***	-2.3	0.7
Percent Time in Activities (g)				
Baseline Period	79.5	76.4	82.5	85.7
Coordination Period	83.3	82.0	84.8	84.9
Change (e)	3.8***	5.7***	2.3	-0.7
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	28.9	41.4	14.4	12.4
Coordination Period	28.6	41.5	14.3	8.3
Change (e)	-0.3	0.1	-0.1	-4.1
Share of OJT, Mean Percent				
Baseline Period	16.3	17.4	16.9	8.7
Coordination Period	18.2	22.3	11.9	23.2
Change (e)	1.9	4.9**	-5.0**	14.5***
Share of Work Experience, Mean Percent				
Baseline Period	0.9	1.0	0.4	2.3
Coordination Period	1.4	1.0	1.6	3.2
Change (e)	0.5	0.0	1.2	0.9

DHS Region 9	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.4	0.0	1.1	0.0
Coordination Period	3.5	1.8	5.5	4.9
Change (e)	3.1***	1.8***	4.4***	4.9**
Share of Other, Mean Percent (h)				
Baseline Period	63.4	48.0	75.4	102.8
Coordination Period	50.4	35.6	69.0	59.3
Change (e)	-13.0***	-12.4***	-6.4*	-43.5***
Share of Direct Placement, Mean Percent				
Baseline Period	1.2	0.5	1.4	4.7
Coordination Period	0.7	1.0	0.3	1.1
Change (e)	-0.5	0.5	-1.1*	-3.6
Placements				
Percent Placed				
Baseline Period	54.3	60.2	50.7	36.0
Coordination Period	59.3	70.0	47.4	43.0
Change (e)	4.9**	9.7***	-3.3	7.0
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$3.77	$3.89	$3.60	$3.53
Coordination Period	$4.28	$4.45	$4.00	$3.86
Change (e)	$0.51***	$0.56***	$0.40***	$0.33**
Percent Receiving Benefits				
Baseline Period	76.8	82.3	69.2	64.5
Coordination Period	82.0	83.6	78.4	85.0
Change (e)	5.2**	1.3	9.1**	20.5**
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	0.77	0.88	0.56	0.81
Coordination Period	2.65	2.87	2.23	2.80
Change (e)	1.88***	1.99***	1.67***	1.99***
Percent Still Employed after One Year				
Baseline Period	32.6	35.1	28.7	29.0
Coordination Period	60.0	65.0	49.5	70.0
Change (e)	27.4***	30.0***	20.9***	41.0**
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$2,886	$3,161	$2,460	$2,163
Coordination Period	$5,561	$6,256	$4,154	$6,143
Change (e)	$2,675***	$3,095***	$1,695***	$3,980***

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Program characteristics changed somewhat during the coordination period. As expected, the total time in program increased significantly for Service Level II caretakers, from an average of 94 days to 116 days. However, it should be noted that the average program time in this region is still the shortest of any region being studied and is only half as long as the average program time for Service Level II caretakers in Region 3.

For AFDC caretakers as a group, all placement and postprogram outcome measures improved significantly from the baseline to the coordination period. Although the percent of Service Level II caretakers placed in jobs did not change significantly between the two periods, all other measures showed significant improvement. Given that the economy worsened during the coordination period, this improvement assumes even more importance than indicated by the statistics.

DHS Region 10. This region in southeastern Texas encompasses both a heavily industrialized area that includes the cities of Beaumont, Port Arthur, and Orange (Southeast Texas SDA) and a very rural area (Deep East Texas SDA).[25] Region 10 originated many of the concepts and practices which subsequently formed the basis for REFOCUS. As one of the original pilots, the REFOCUS program operated in this region throughout the coordination period. One would expect to find improvement in JTPA's services to AFDC caretakers as a result of this coordination initiative. However, because the overall economy in Region 10 improved between the two periods, a portion of any performance gain that is found should be attributed to the improvement in general economic conditions in the region.

As reported in Table 7, the number of caretakers served follows the same pattern found in all regions, with the average number of persons served increasing from the baseline to the coordination periods. The share of Service Level II caretakers increased significantly. This region served 40 percent Service Level II caretakers, which tied Region 9 for the highest share of Service Level IIs served.

The program characteristics do indicate an increased emphasis on program services to Service Level II caretakers. The mean number of program days increased by 33 days for this group between the baseline and coordination periods while declining by 52 days for the better-educated Service Level I caretakers. The percent time spent in holding decreased significantly for all groups. The mix of program activities remained unchanged for Service Level IIs, with classroom training, education, and job search (all of which are included in "other") constituting over 70 percent of activities in both periods.

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[25]The Deep East Texas SDA served as one of the two rural sites discussed later in Section III.

Table 7. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 10	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	231	149	78	4
Coordination Period (c)	402	231	162	9
Change	172	82	84	6
Percent of Clients by Service Level (d)				
Baseline Period	100.0	64.6	33.8	1.5
Coordination Period	100.0	57.4	40.3	2.3
Change (e)		7.3**	6.5**	0.8**
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	131			
Not in a Target Group	100			
Coordination Period				
In a Target Group	252			
Not in a Target Group	151			
Change				
In a Target Group	121			
Not in a Target Group	51			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	56.6			
Coordination Period, Percent in Target Group	62.6			
Change (e)	5.9***			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	177	206	122	147
Coordination Period, Mean Days	155	154	155	186
Change (e)	-21**	-52***	33***	39
Baseline Period, Median Days	129	143	108	129
Coordination Period, Median Days	114	102	121	184
Change (e)	-15	-41	13	55
Percent Time in Holding				
Baseline Period	29.7	29.8	29.3	3[illegible].4
Coordination Period	8.9	7.2	11.3	9 7
Change (e)	-20.8***	-22.7***	-18.0***	-24.6**
Percent Time in Activities (g)				
Baseline Period	70.3	70.2	70.7	65.6
Coordination Period	91.1	92.8	88.7	90.3
Change (e)	20.8***	22.7***	18.0***	24.6**
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	31.3	44.1	6.9	28.6
Coordination Period	17.4	26.0	5.4	11.1
Change (e)	-13.9***	-18.1***	-1.5	-17.5
Share of OJT, Mean Percent				
Baseline Period	15.6	19.3	8.6	11.3
Coordination Period	20.4	25.9	12.9	15.0
Change (e)	4.8**	6.5**	4.3	3.7
Share of Work Experience, Mean Percent				
Baseline Period	0.4	0.4	0.5	0.0
Coordination Period	0.5	0.6	0.6	0.0
Change (e)	0.1	0.1	0.1	0.0

DHS Region 10	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.9	0.0	2.6	0.0
Coordination Period	2.1	0.0	4.9	5.9
Change (e)	1.2*	0.0	2.3	5.9
Share of Other, Mean Percent (h)				
Baseline Period	45.1	28.7	76.4	45.8
Coordination Period	51.7	37.1	71.7	67.0
Change (e)	6.6**	8.4***	-4.7	21.2
Share of Direct Placement, Mean Percent				
Baseline Period	3.7	3.7	3.2	14.3
Coordination Period	10.0	13.2	5.7	5.9
Change (e)	6.4***	9.5***	2.5	-8.4
Placements				
Percent Placed				
Baseline Period	43.2	51.7	26.9	42.9
Coordination Period	63.4	74.0	47.8	70.6
Change (e)	20.2***	22.3***	20.9***	27.7
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$3.99	$4.13	$3.53	$3.41
Coordination Period	$4.07	$4.23	$3.72	$3.85
Change (e)	$0.07	$0.10	$0.20	$0.44
Percent Receiving Benefits				
Baseline Period	37.2	42.2	21.4	0.0
Coordination Period	32.5	38.0	22.5	8.3
Change (e)	-4.6	-4.2	1.1	8.3
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	1.16	1.28	0.74	1.00
Coordination Period	2.68	2.92	2.22	3.17
Change (e)	1.52***	1.64***	1.48***	2.17*
Percent Still Employed after One Year				
Baseline Period	43.2	47.4	26.2	66.7
Coordination Period	61.0	67.7	47.2	83.3
Change (e)	17.8***	20.3***	21.0**	16.7
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$3,793	$4,242	$2,045	$1,381
Coordination Period	$4,970	$5,906	$3,109	$7,802
Change (e)	$1,177**	$1,664**	$1,064	$6,420

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

The percent of caretakers placed in jobs increased significantly for both Service Level Is and Service Level IIs during the coordination period and jumped from 26.9 to 47.8 percent for Service Level II caretakers. However, neither the hourly wage at placement nor the percent receiving benefits changed significantly.

Of the postprogram measures, the average duration of employment increased significantly for all groups, improving from 0.74 quarters to 2.22 quarters for Service Level II caretakers in the year following placement. The percent still employed after one year also improved for both Service Level Is and Service Level IIs. Real earnings increased significantly for Service Level Is but this gain was not observed for Service Level II caretakers with less education and work experience. Mean earnings for persons placed remained low for Service Level II caretakers at $3,109.

Overall, the performance of Region 10 was in line with the expectations for regions experiencing a coordination effort, with the exception of the (real) hourly wage at placement and postprogram earnings. As noted above, it is difficult to assess how much of the improved outcomes should be attributed to coordination initiatives and how much to the general improvement in the economy of the region. However, given the increased emphasis on Service Level IIs, some portion of this gain can be attributed to coordinated programs for this population.

Region 11. This region encompasses Houston and the surrounding area. It includes three SDAs--the City of Houston, Balance of Harris County, and the Balance of Gulf Coast. Service to AFDC recipients is particularly important in this region because such a large share of Texas AFDC caretakers reside here. More than one-fifth of all Texas AFDC caretakers reside in Harris County alone. Along with DHS Regions 9 and 10, Region 11 served as one of the original REFOCUS pilot areas. A JTPA-sponsored initiative aimed at Service Level II caretakers, Project Independence 365, also operated in the City of Houston during 1988-1989.[26] With the presence of these initiatives, one would expect to find improved outcomes for Service Level II caretakers during the coordination period. Due to a general improvement in economic conditions, however, some improvement in employment outcomes may be the result of a better-performing economy.

The average number of caretakers served increased in the coordination period, as expected (Table 8). Unlike the other pilot regions, the share of Service Level II caretakers decreased. As a result, only 28.8 percent of all AFDC caretakers served were Service Level IIs, a pattern more similar to Regions 1/2 and 3 than to Regions 9 and 10.

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[26]See Gula and King (1990) for a more complete discussion of the relationship between Project Independence 365 and REFOCUS in Houston.

Table 8. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 11	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	1101	704	372	26
Coordination Period (c)	1632	1106	470	56
Change	531	402	98	30
Percent of Clients by Service Level (d)				
Baseline Period	100.0	63.9	33.7	2.4
Coordination Period	100.0	67.8	28.8	3.4
Change (e)		3.9***	5.0***	1.1***
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	637			
Not in a Target Group	465			
Coordination Period				
In a Target Group	918			
Not in a Target Group	714			
Change				
In a Target Group	282			
Not in a Target Group	249			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	57.8			
Coordination Period, Percent in Target Group	56.3			
Change (e)	-1.5***			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	120	123	117	79
Coordination Period, Mean Days	146	140	158	162
Change (e)	27***	18***	42***	84***
Baseline Period, Median Days	94	91	101	49
Coordination Period, Median Days	120	114	134	172
Change (e)	26	23	33	123
Percent Time in Holding				
Baseline Period	18.0	20.8	13.2	9.1
Coordination Period	8.9	8.6	9.3	9.6
Change (e)	-9.1***	-12.2***	-3.9***	0.6
Percent Time in Activities (g)				
Baseline Period	82.0	79.2	86.8	90.9
Coordination Period	91.1	91.4	90.7	90.4
Change (e)	9.1***	12.2***	3.9***	-0.6
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	35.5	46.7	16.5	3.8
Coordination Period	38.0	48.5	17.0	5.4
Change (e)	2.5**	1.8	0.6	1.5
Share of OJT, Mean Percent				
Baseline Period	11.3	13.5	7.4	9.6
Coordination Period	12.8	14.5	9.3	8.2
Change (e)	1.5*	1.0	2.0	-1.4
Share of Work Experience, Mean Percent				
Baseline Period	4.3	4.6	3.9	0.0
Coordination Period	5.4	6.4	3.5	0.0
Change (e)	1.1**	1.9***	-0.4	0.0

DHS Region 11	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	1.2	0.4	2.6	3.9
Coordination Period	2.9	0.1	8.8	6.8
Change (e)	1.6***	-0.3*	6.2***	2.9
Share of Other, Mean Percent (h)				
Baseline Period	26.1	10.1	54.7	48.1
Coordination Period	39.0	23.5	70.5	82.1
Change (e)	13.0***	13.4***	15.7***	34.0***
Share of Direct Placement, Mean Percent				
Baseline Period	21.9	23.0	18.8	38.5
Coordination Period	11.2	12.8	7.8	6.8
Change (e)	-10.8***	-10.1***	-11.1***	-31.7***
Placements				
Percent Placed				
Baseline Period	54.8	61.2	42.8	51.9
Coordination Period	63.0	72.9	44.4	23.3
Change (e)	8.2***	11.7***	1.6	-28.6***
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$4.56	$4.77	$4.02	$4.16
Coordination Period	$4.98	$5.16	$4.34	$4.15
Change (e)	$0.42***	$0.39***	$0.32***	-$0.01
Percent Receiving Benefits				
Baseline Period	51.0	54.8	41.5	40.7
Coordination Period	49.7	52.0	41.2	45.8
Change (e)	-1.3	-2.8	-0.3	5.1
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	0.99	1.03	0.88	0.85
Coordination Period	2.62	2.80	2.03	2.75
Change (e)	1.63***	1.77***	1.15***	1.90***
Percent Still Employed after One Year				
Baseline Period	38.1	40.1	33.3	29.6
Coordination Period	59.4	61.9	50.5	75.0
Change (e)	21.3***	21.8***	17.2***	45.4***
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$4,129	$4,509	$3,024	$4,089
Coordination Period	$5,859	$6,595	$3,444	$6,149
Change (e)	$1,731***	$2,086***	$419	$2,061

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

The total program time for caretakers in this region changed significantly for all groups. More interesting, however, is the distinctly different patterns between the two periods. In the baseline period, Service Level I caretakers averaged 123 program days, the longest of any group in this region. By the coordination period, although Service Level I caretakers increased their total time to 140 days, both Service Level IIs and Service Level IIIs averaged longer lengths of time in JTPA programs (158 and 162 days, respectively).

The mix of program activities also changed significantly for all Service Levels as a group. A large portion of this change is due to a large reduction in the number of direct placements by the Harris County SDA. But there also was a large increase in the use of "other" activities. This trend was particularly noticeable for Service Level IIs, whose share of these activities increased from 54.7 percent of all activities in the baseline period to 70.5 percent in the coordination period.

Of the placement and postprogram measures, only (real) hourly wage at placement and employment duration improved in the coordination period for Service Level IIs. While placement rates improved for Service Level Is, they declined for Service Level IIIs and remained unchanged for Service Level IIs. Employment duration improved significantly for all groups but this only translated into significant earnings gain for Service Level I caretakers.

The general change in program characteristics conformed to expectations for a coordinated region, even though the share of Service Level II caretakers served was somewhat lower than expected. While the change in (real) wage at placement and employment duration is encouraging, this change has not yet translated into a statistically significant increase in earnings for Service Level IIs. In addition, some of this gain may be attributed to an improvement in general economic conditions.

E. Summary of Key Findings

The key findings from this analysis are summarized below. Because the focus of this research is to study the impact of coordination initiatives on JTPA services to AFDC recipients, results will be summarized only for Service Level IIs, the primary group toward which DHS/JTPA coordination initiatives were directed.

- The absolute number of all AFDC caretakers and Service Level II "look-alikes" served by JTPA programs increased from the baseline period to the coordination period in all DHS Regions examined.
- The share of caretakers by service level changed significantly in all regions. Service Level II shares decreased in Regions 3 and 11, accounting for only 28 percent of all caretakers served. Some of this decrease may be explained by the

large increase in total time spent in programs in these regions. Region 10 increased total program time by 84 days, by far the greatest change among the regions. Even with the significant increase in program time for all three pilot regions, the total program time of 240 days in Region 3 still averages the longest of the regions studied.

- DHS Region 1/2 (Amarillo/Lubbock) results showed a significant increase in time spent in holding and no significant changes in the total time in program, placement rates, real hourly wage at placement, employment duration, or postprogram earnings between the baseline and coordination periods. This region was selected as a comparison region because it was one of the last regions to begin REFOCUS.
- DHS Region 3 (El Paso) results showed a significant increase in both the total program time and the time spent in holding between the two periods. Placement rates, real hourly wage at placement, and average duration of employment improved significantly over the study period. Other outcome measures showed no significant change from the baseline period. Region 3 was selected as a comparison region because it has a history of well-coordinated programs and good employment outcomes for AFDC caretakers in JTPA programs.
- DHS Region 9 (San Antonio) results showed a significant increase in total program time, real hourly wage at placement, percent receiving benefits, average duration of employment, and postprogram earnings. The percent placed showed no significant change between the time periods. Given that economic conditions in the baseline period were healthier than in the coordination period, these findings are extremely robust and what one would hope to find.
- DHS Region 10 (Beaumont/Port Arthur) results showed both a significant increase in total program time and a decrease in time spent in holding, as would be expected. The percent placed and employment duration both improved significantly over the study period but none of the other outcome measures showed any significant change. Given the improving economic conditions in this region between the baseline and coordination periods, some of the improvement in performance may be attributed to general economic conditions rather than coordination.
- DHS Region 11 (Houston) results showed both a significant increase in total program time and a decrease in time spent in holding, as expected. The distribution of time among JTPA activities changed most dramatically in this region. Real hourly wage at placement and average duration of employment improved significantly but other outcome measures showed no significant difference between the two periods. Given the improving economic conditions in this region between

the baseline and coordination periods, some of the improvement in performance may be attributed to general economic conditions rather than coordination.

Generally, JTPA programs in the REFOCUS pilot regions exhibited greater performance gains than the other regions studied. However, even with these performance gains, Region 3 continues to lead all regions in employment retention and earnings for Service Level II caretakers. This may be partially attributed to the emphasis on occupational skills training in Region 3 and the longer time that caretakers enrolled in JTPA.

Based on results from the site visits, it also should be noted that coordination in the pilot regions seems to be a fragile process that can deteriorate quickly due to a change in personnel or agency operating environments. More analysis must be performed on the other components of this study before a final judgment can be rendered as to the influence of coordination in improving JTPA service to AFDC caretakers.

III. A Statistical Analysis of the REFOCUS/JTPA Referral Process

A. Background

Over the past several years, many analysts have expressed concern that the fragmented manner in which services were delivered made it difficult for AFDC caretakers to receive the full benefit of those services. As a result, a number of initiatives have been discussed and piloted to streamline the service delivery system to make it easier for low-income families to take advantage of these services. Several labels have been developed to describe these services, including "one-stop shopping" and human investment system. All of them are based on the belief that a better-coordinated service delivery system will result in improved outcomes for participants.

To provide for better-coordinated services in Texas requires a considerable amount of planning. Most agencies responsible for the delivery of education, training, employment, and social services are governed by independent boards and commissions, have different program objectives and planning cycles, and are also subdivided into different substate regions. For example, if agencies in DHS Region 11 wanted to jointly plan employment services for AFDC recipients, a total of one TEC region, three SDAs, eight adult education cooperatives, 81 independent school districts, and 11 community colleges would have to participate in the process.

REFOCUS was Texas' first major initiative that attempted to utilize a coordinated approach to employment service delivery for AFDC caretakers. Due to the considerable time it takes to plan coordinated services, it is important to determine how well that approach is working. In other words, does a coordinated approach really make it easier for AFDC caretakers to receive the services that will help them to achieve self-sufficiency?

According the the Governor's JTPA Coordination and Special Services Plan for Program Year 1990-91, the areas of planning; referral, intake and assessment; data reporting; client management; and evaluation of program results should all be included when coordinating service delivery. Due to the availability of both referral data from the REFOCUS program and JTPA participant data during the REFOCUS period, the referral and enrollment process was selected for analysis.

B. Research Methodology

Research Questions. To better understand the dynamics and performance of the REFOCUS-to-JTPA referral and enrollment process, four sets of research questions were developed. While the statistics generated will be primarily descriptive in nature, they should form a baseline from which future expectations can be developed. Analysis of

referrals and enrollments over time should reveal whether the program is working as designed and identify areas where improvements are needed. The major questions to be answered are:

- What share of all REFOCUS caretakers and Service Level II caretakers were referred to JTPA during the coordination period?
- How well did the referral/enrollment process actually work? To what extent did persons referred to JTPA actually apply for enrollment? What percent of REFOCUS caretakers referred to JTPA actually enrolled in a JTPA program? How long did this process typically take?
- What impact did REFOCUS have on the number of AFDC caretakers enrolled in JTPA? What share of total AFDC caretakers who enrolled in JTPA programs did so as a result of REFOCUS? Did this share increase significantly over time?
- Did AFDC caretakers referred by REFOCUS obtain significantly better outcomes than other AFDC caretakers with similar characteristics--i.e., Service Level II "look-alikes"--who participated in JTPA?

Time Period and Geographical Regions. The five substate areas selected for analysis were DHS regions 1/2, 3 , 9, 10, and 11, as discussed earlier. The analysis of the REFOCUS-to-JTPA referral and enrollment process included data for each region from the date that region implemented REFOCUS through June 30, 1990. Regions 9, 10, and 11 began REFOCUS in April 1988, Region 3 in February 1989, and Region 1/2 in November 1989. Because of the time lag inherent in computing many of the statistics and the short time REFOCUS operated in Region 1/2, many of the calculations could not be performed for that region.

Data Sources. The primary sources of data for this analysis were automated (ASSIST) data from April 1988-June 1990 and JTPA participant data for the same period. The ASSIST data base is maintained by DHS and includes individual participant data on all AFDC recipients who were enrolled in REFOCUS. Variables used from the ASSIST data included: dates profiled, service levels, types and dates of referrals. JTPA participant data are collected by each SDA and maintained by Commerce. Variables used from the JTPA data included: dates of application, dates of enrollment, program characteristics, and placement characteristics.

Two other sources of data were used in this analysis. JTPA applicant records--available only for the Upper Rio Grande and Southeast Texas SDAs--were used to determine what percentage of persons referred to JTPA by REFOCUS actually applied for

JTPA services. In addition, UI wage records were used to compute postprogram outcomes in Table 15.

Statistical Techniques. The statistics used to examine the REFOCUS-to-JTPA referral process are primarily descriptive and examine changes over time and differences among regions. Where appropriate, the Chi-square test for differences between means and proportions was used.

C. Findings

Because the three pilot regions operated REFOCUS for the longest period of time, a careful examination of these three regions will provide the most complete picture of the start-up patterns that one would expect to find in any new program. Therefore, results are discussed only for Regions 9, 10, and 11. When sufficient data exist to calculate statistics for Regions 1/2 and 3, they are included in the tables.

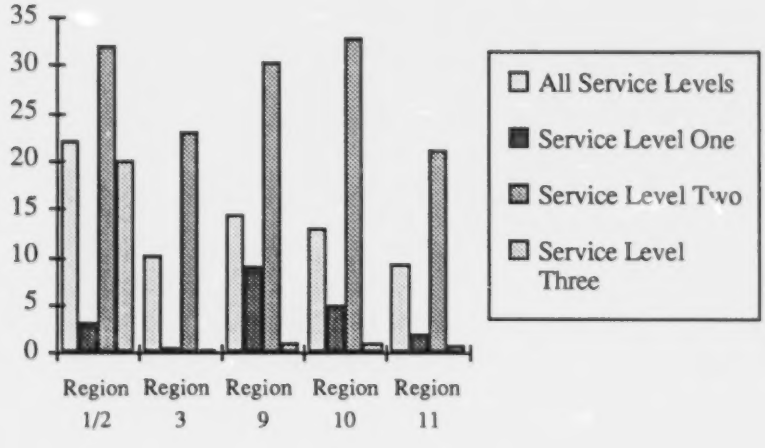
REFOCUS-to-JTPA Referrals. In the REFOCUS pilot regions, DHS sent outreach letters to AFDC caretakers which asked them to report to a local DHS office for initial intake and categorization. Persons responding to this outreach letter completed an Employment Potential Profile (EP2), which provided information on past employment, work history, education and personal and family health situations. Information from the EP2 was used to assign each caretaker to Service Level I, II or III. Initially, Service Level Is were referred to TEC for job placement or other employment services, and Service Level IIIs were referred to other agencies for appropriate services when available. More intensive DHS services were reserved for Service Level II caretakers. These caretakers were assigned a DHS case manager, completed an assessment, and were referred to education, training or job search services, as appropriate. DHS anticipated that JTPA would be a major recipient of Service Level II REFOCUS referrals.

As shown in Table 9 and Figure 2, only 21 to 33 percent of all profiled Service Level II caretakers were actually referred to JTPA during the study period. The number of Service Level IIs referred from the pilot regions ranged from 586 in Region 10 to 1,063 in Region 9. A number of explanations could account for the relatively low number of profiled caretakers who were actually referred to JTPA. One offered by DHS staff is that early ABLE test results showed many of these Service Level IIs to fall below typical JTPA entry requirements; such clients may have been referred instead to educational providers for remedial activities or, in some cases, they may even have been recategorized as Service Level IIIs. However, the most likely explanation, which will be examined more closely in the following tables, is a shortage of DHS case managers to handle the number of caretakers categorized as Service Level IIs.

Table 9
Rate of Referrals From REFOCUS to JTPA by Service Level[1]

	Region 1/2	Region 3	Region 9	Region 10	Region 11
All Service Levels					
Total profiled caretakers[2]	85	1466	9500	5541	10844
Total referred to JTPA[3]	17	150	1355	721	991
Percent referred to JTPA	22.0	10.2	14.3	13.0	9.1
Service Level One					
Total profiled caretakers	33	455	2945	2507	3799
Total referred to JTPA	1	2	264	121	73
Percent referred to JTPA	3.0	0.4	9.0	5.0	2.0
Service Level Two					
Total profiled caretakers	47	636	3508	1781	4228
Total referred to JTPA	15	147	1063	586	895
Percent referred to JTPA	32.0	23.1	30.3	33.0	21.2
Service Level Three					
Total profiled caretakers	5	375	3047	1253	2817
Total referred to JTPA	1	1	28	14	23
Percent referred to JTPA	20.0	0.3	1.0	1.1	0.8

Figure 2
Rate of Referrals from REFOCUS to JTPA by Service Level



[1]Includes data from beginning date of REFOCUS for each region. Region 1/2 began November 1989, Region 3 in February 1989, and Regions 9, 10, and 11 in April 1988.
[2]Includes all persons profiled through December 1989.
[3]Includes all persons referred as of June 1990.

DHS' emphasis on referring Service Level II caretakers to JTPA is also evident in Table 10 and Figure 3. Service Level II referrals constituted 79 to 96 percent of all REFOCUS referrals to JTPA from April 1988-June 1990. Moreover, this emphasis on using JTPA as a Service Level II provider became stronger over time. From April-December 1988, Service Level II referrals constituted 72.8 percent of all REFOCUS referrals to JTPA in Region 9. By the June 1989-June 1990 period, however, this had increased to 92.9 percent. A similar increase, from 82.5 to 100 percent, can be observed for Region 11. Only Region 10 failed to increase and sustain its share of Service Level II referrals to JTPA. In the earliest period, 73.4 percent of Region 10 referrals to JTPA were Service Level II caretakers. Although this percentage increased to 98.8 percent midway in the period of study, it declined to just 72 percent by the final period.

Table 10 also illustrates the declining absolute number of referrals to JTPA over time. This table is divided into three time periods. In the first and third time periods, DHS categorized persons as Service Level Is if they had either a high school diploma or one year of recent work experience. In the second time period, DHS policy changed such that both criteria had to be met for someone to be categorized as a Service Level I caretaker. This change had the effect of greatly shrinking the share of Service Level Is--and of greatly increasing the share of Service Level IIs--in period two.

Referrals dropped dramatically from the first period to the third period in all three regions. In Region 9, for example, 331 persons were referred in the first period, 88 in the second, and only 48 in the final period.

Discussions with state, regional and local DHS staff suggest that a primary reason for the decline in REFOCUS referrals was insufficient numbers of DHS case managers to handle the expanded flow of persons profiled as needing Service Level II services. In addition, as indicated above, some of these clients may have either tested low on ABLE and been referred to educational providers or even been recategorized as Service Level IIIs.

Because of existing contracts with Service Level I providers, DHS had to keep profiling persons to get enough Service level I referrals, which increased the backlog of Service Level II clients waiting for case management services. Also, Service Level II clients were expected to remain in training for up to 12 months. This relatively long training period (compared to previous initiatives) slowed the caseload turnover rates substantially, resulting in more intensive services being offered to fewer caretakers.

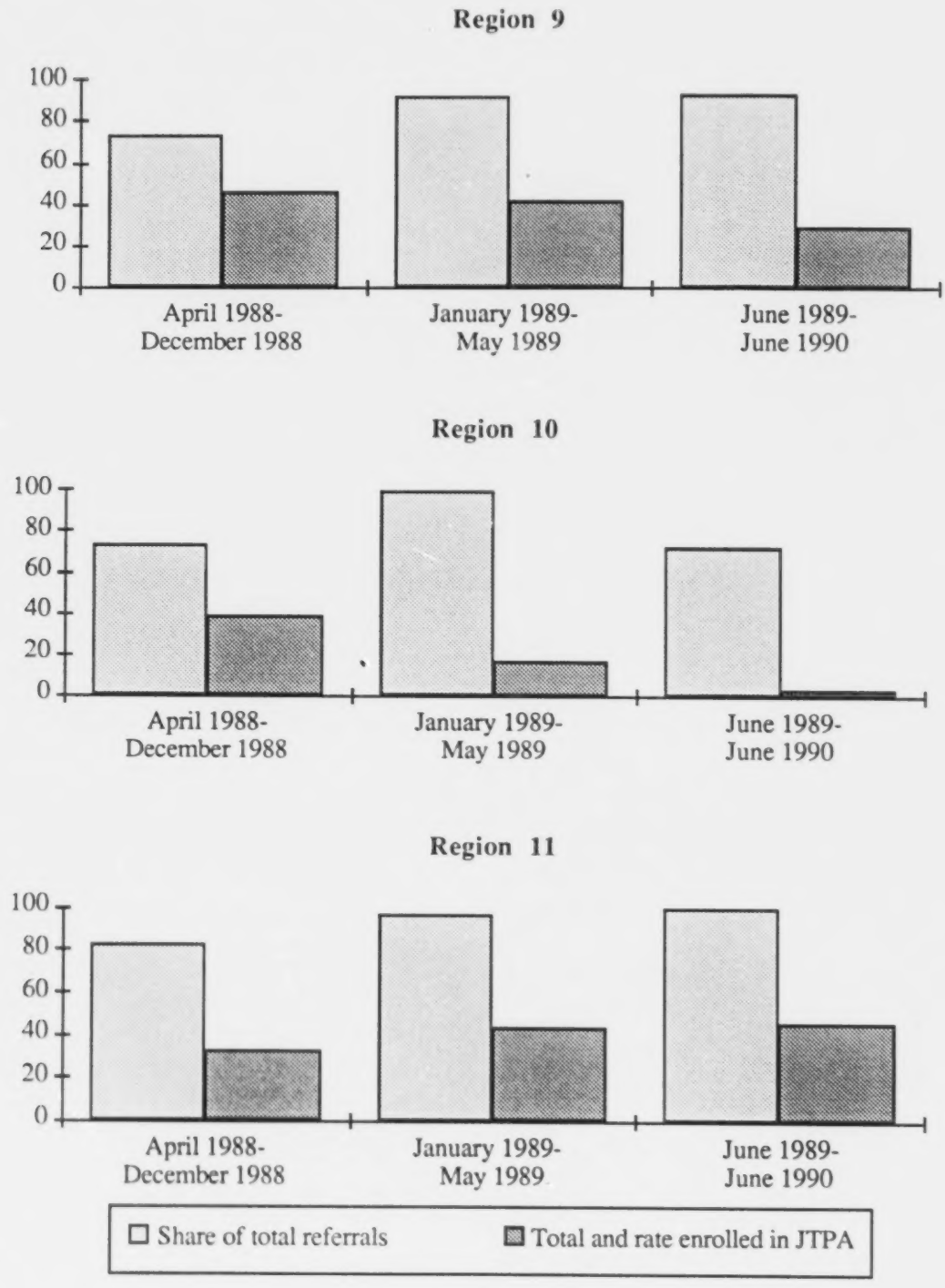
JTPA Enrollment Process. Of all persons referred to JTPA by REFOCUS in Region 10 over all time periods, only 25.3 percent actually enrolled in the program (Table 10). Enrollment rates for Regions 9 and 11 were somewhat higher, with approximately 38 percent of all caretakers enrolling in JTPA in those regions. Nearly 90 percent of those

Table 10. Distribution of REFOCUS JTPA Referrals and Enrollments by Time Period and Service Level

	Region 1/2[1]		Region 3[1]		Region 9		Region 10		Region 11	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
All Time Periods										
All Service Levels										
Total referred by REFOCUS[2]	5	100.0	97	100.0	1179	100.0	621	100.0	851	100.0
Total and rate enrolled in JTPA[3]	0	0.0	38	39.2	447	38.0	157	25.3	319	37.5
Service Level Two										
Share of total referrals	4	80.0	93	95.9	935	79.0	495	79.7	763	89.7
Total and rate enrolled in JTPA	0	0.0	36	38.7	392	41.9	136	27.5	293	38.4
Time Period One - April 1988-December 1988										
All Service Levels										
Total referred by REFOCUS	n.a.	n.a.	n.a.	n.a.	790	100.0	379	100.0	446	100.0
Total and rate enrolled in JTPA	n.a.	n.a.	n.a.	n.a.	311	39.4	126	33.3	145	32.5
Service Level Two										
Share of total referrals	n.a.	n.a.	n.a.	n.a.	575	72.8	278	73.4	368	82.5
Total and rate enrolled in JTPA	n.a.	n.a.	n.a.	n.a.	262	45.6	108	38.9	121	32.9
Time Period Two - January 1989-May 1989										
All Service Levels										
Total referred by REFOCUS	n.a.	n.a.	65	100.0	221	100.0	160	100.0	339	100.0
Total and rate enrolled in JTPA	n.a.	n.a.	28	43.1	88	39.8	26	16.3	144	42.5
Service Level Two										
Share of total referrals	n.a.	n.a.	65	100.0	204	92.3	158	98.8	329	97.1
Total and rate enrolled in JTPA	n.a.	n.a.	28	43.1	85	41.7	26	16.5	142	43.2
Time Period Three - June 1989-June 1990										
All Service Levels										
Total referred by REFOCUS	4	100.0	32	100.0	168	100.0	82	100.0	66	100.0
Total and rate enrolled in JTPA	0	0.0	10	31.3	48	28.6	5	6.1	30	45.5
Service Level Two										
Share of total referrals	4	100.0	28	87.5	156	92.9	59	72.0	66	100.0
Total and rate enrolled in JTPA	0	0.0	8	28.6	45	28.9	2	3.4	30	45.5

[1]Includes data from beginning of REFOCUS for each region. Region 3 began in February 1989 and Region 1/2 in November 1989.
[2]Includes all persons referred by REFOCUS through December 1989.
[3]Includes all persons enrolled in JTPA through June 1990.

Figure 3
Distribution of REFOCUS JTPA Referrals and Enrollments, Service Level Two, by Time Period



caretakers referred by REFOCUS and enrolled in JTPA were Service Level IIs. A number of possible explanations could account for the relatively low JTPA enrollment rates. First, the length of time selected for analysis could be too short. The average length of time between a single REFOCUS referral and a single JTPA enrollment was two to three months in all three regions. To allow sufficient time for referred persons to get through the enrollment process, the cutoff date for referrals was truncated 180 days (six months) prior to the cutoff date for enrollments. As can be seen from Table 11, most persons who were referred only once and eventually enrolled in JPTA actually enrolled within this 180-day period.

A second reason for the lower-than-expected enrollment rate could be the relatively large number of multiple referrals required before someone was actually enrolled in JTPA.[27] A sizeable share of these REFOCUS enrollees (up to 20 percent in Region 11) were referred more than once by REFOCUS before they were actually enrolled in JTPA. This process takes longer and tends to deflate the actual enrollment rate as calculated here. One would not expect a well-coordinated program to require two referrals.

A third reason for low JTPA enrollment rates could be a failure of AFDC caretakers to actually apply to JTPA after receiving a REFOCUS referral. To determine the degree to which low applications accounted for lower-than-expected JTPA enrollment rates requires examination of JTPA applicant data. Keeping JTPA applicant data is optional for local SDAs. Such data were only maintained for two of the SDAs in the regions being studied: Southeast Texas and Upper Rio Grande

The effect of caretakers' application rates on overall JTPA enrollment rates is presented in Table 12. The JTPA enrollment rates for the Southeast Texas and Upper Rio Grande SDAs are 47 percent and 42 percent, as shown in the upper portion of the table. However, 24 percent of persons referred in the Southeast Texas SDA and 32 percent of the referred caretakers in the Upper Rio Grande SDA never completed a JTPA application. If enrollment rates are re-computed based only on persons who completed a JTPA application, the rates jump to 62 percent and 61 percent, respectively.

Finally, as was true of DHS case manager slots, JTPA training slots may have been insufficient to meet the demand of the persons being referred.

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[27]A more complete discussion of multiple referrals is contained in the Technical Appendix which is available from the authors on request.

Table 11
Efficiency of REFOCUS/JTPA Referral and Enrollment Process and Rates of Enrollment Over Time

	Total Persons Referred by REFOCUS (1)	Percent Enrolled in JTPA within 90 days (2)	Percent Enrolled in JTPA within 180 days (2)	Percent ever Enrolled in JTPA (as of 6/30/90) (2)
Region 3 (3) quarter				
88.2	n.a.	n.a.	n.a.	n.a.
88.3	n.a.	n.a.	n.a.	n.a.
88.4	n.a.	n.a.	n.a.	n.a.
89.1	5	40.0	60.0	60.0
89.2	23	39.1	39.1	52.2
89.3	28	14.3	14.3	14.3
89.4	27	25.9	25.9	25.9
Region 9 quarter				
88.2	67	25.4	29.9	35.8
88.3	255	25.9	30.6	34.5
88.4	192	19.8	21.9	26.0
89.1	109	23.9	25.7	27.5
89.2	104	33.7	33.7	34.6
89.3	121	27.3	31.4	32.2
89.4	134	20.2	22.4	23.9
Region 10 quarter				
88.2	18	11.1	11.1	11.1
88.3	84	16.7	19.0	26.2
88.4	58	13.8	19.0	22.4
89.1	128	33.6	34.4	36.7
89.2	102	3.9	5.9	7.8
89.3	95	7.4	10.5	14.7
89.4	52	9.6	11.5	11.5
Region 11 quarter				
88.2	35	5.7	11.4	11.4
88.3	132	16.7	18.9	21.2
88.4	71	25.4	35.2	38.0
89.1	125	17.6	21.6	24.8
89.2	131	13.0	15.3	17.6
89.3	75	20.0	21.3	24.0
89.4	74	14.9	14.9	16.2

(1) Includes persons referred only once from REFOCUS to JTPA through December 1989.
(2) Includes persons enrolled only once in JTPA during time period.
(2) Region 3 began REFOCUS in February 1989.

Impact of REFOCUS on JTPA Enrollment Rates. Under REFOCUS, DHS anticipated that JTPA would be the primary recipient of Service Level II referrals. However, two factors may have combined to make this objective difficult to achieve. First, JTPA historically has served large numbers of AFDC caretakers prior to REFOCUS. In recent years, AFDC caretakers have constituted from 17 to 22 percent of JTPA Title II terminees in Texas. Many of these caretakers found their way to JTPA without the benefit of a DHS referral. Because JTPA's focus was ultimately on job placement and their criteria for "hard-to-serve" included *all* AFDC recipients, many of those traditionally served by JTPA were categorized as Service Level Is in REFOCUS.

Table 12
Rates of JTPA Application and Enrollment for Persons Referred by REFOCUS in Southeast Texas and Upper Rio Grande SDAs

	Southeast Texas SDA		Upper Rio Grande SDA	
	Number	Percent	Number	Percent
Total REFOCUS referrals to JTPA (a)	172	100	91	100
JTPA enrollment rates	81	47	38	42
Did not apply to JTPA (b)	43	24	29	32
Applied to JTPA (b)	130	76	62	68
Enrolled in JTPA (b)	81	62	38	61
Not enrolled (b)	49	38	24	39

(a) as of 12/89
(b) as of 6/90

Second, the shortage of DHS case managers created waiting lists of Service Level II caretakers who had received some expectation of receiving employment-related services. The "grapevine" may have increased awareness of JTPA programs among AFDC caretakers, causing some Service Level II caretakers to apply directly to JTPA for training without waiting for the services of a DHS case manager. This would be the case particularly in SDAs which outreach potential participants via networks of community-based organizations.

It is also useful to examine the REFOCUS-JTPA enrollment process from the vantage point of the SDA. If the REFOCUS program were working as DHS intended, one would expect to see an increase in the ratio of REFOCUS referrals to total AFDC/JTPA enrollees over time. As can be seen in Table 13, this pattern never really developed. By the end of June 1990, the share of AFDC caretakers who entered JTPA programs as REFOCUS referrals remained small. The shares ranged from 7.6 percent in Region 11 to 18.1 percent in Region 10 to 26.7 percent in Region 9. A somewhat larger share of enrollees had been profiled by REFOCUS but not referred to JTPA prior to their enrollment. Looked at another way, from 43 to 75 percent of AFDC caretakers enrolling in JTPA during the second quarter of 1990 had had no contact with the REFOCUS program at all in these regions.

Effect of REFOCUS on JTPA Program Characteristics and Outcomes. Under REFOCUS, Service Level II caretakers were referred to JTPA only after receiving case management services and a limited assessment (initial screening) from DHS. To what extent did receipt of these services improve JTPA services or placement outcomes for AFDC caretakers? In Table 14, JTPA program characteristics, job placements, and postprogram earnings were compared for persons with education and work experience comparable to Service Level IIs ("look-alikes") who entered JTPA via a REFOCUS referral and persons with similar characteristics who had entered JTPA through other means.

As discussed earlier, the overwhelming number of AFDC caretakers enrolled in JTPA programs entered those programs without being referred by REFOCUS. Regardless of the source of referral, approximately three of every four Service Level II caretakers met the criteria to be included in a JOBS target group. This is well above the 55 percent target group share required by law to enable a state to receive an enhanced match rate under JOBS.

With the exception of Region 10, there was no significant difference in the total time spent in JTPA programs. REFOCUS referrals in Region 10 average 47 fewer days in JTPA than did non-REFOCUS referrals. This may partially account for the significantly lower placement rate for REFOCUS referrals in the region.

Most of the placement and postprogram outcomes were similar for the two groups. In Region 9, a lower percentage of REFOCUS referrals received benefits; however, their employment retention was significantly higher than that for non-REFOCUS referrals. Aside from these differences and the lower placement rate for REFOCUS referrals in Region 10, there were no statistically significant differences in outcomes for the two groups.

Table 13
Effect of REFOCUS on AFDC/JTPA Enrollment Rates

	Total AFDC caretakers enrolled in JTPA during quarter	Percent ever referred by REFOCUS	Percent profiled but not referred by REFOCUS	Percent non-REFOCUS caretakers
Region 1/2 quarter				
88.4	47	0.0	0.0	100.0
89.1	84	0.0	0.0	100.0
89.2	76	0.0	0.0	100.0
89.3	91	0.0	0.0	100.0
89.4	40	0.0	2.5	97.5
90.1	55	0.0	12.7	87.3
90.2	47	6.4	19.1	74.5
Region 3 quarter				
88.4	48	0.0	0.0	100.0
89.1	84	0.0	1.2	98.8
89.2	80	10.0	7.5	82.5
89.3	72	2.8	13.9	83.3
89.4	33	21.2	6.1	72.7
90.1	57	10.5	22.8	66.7
90.2	65	9.2	27.7	63.1
Region 9 quarter				
88.4	255	23.1	24.3	53.0
89.1	225	11.6	20.0	68.4
89.2	256	12.9	18.8	68.4
89.3	216	22.2	18.1	60.2
89.4	131	15.3	24.4	60.3
90.1	141	14.9	19.2	66.1
90.2	135	26.7	26.7	46.7
Region 10 quarter				
88.4	106	10.4	31.1	58.5
89.1	119	31.1	23.5	46.2
89.2	43	16.3	23.3	62.8
89.3	64	10.9	29.7	61.0
89.4	52	3.9	28.9	67.3
90.1	86	11.6	43.0	45.4
90.2	72	18.1	38.9	43.1
Region 11 quarter				
88.4	451	4.4	15.7	80.0
89.1	555	4.5	21.5	73.5
89.2	402	10.5	19.2	70.4
89.3	404	12.6	16.1	71.8
89.4	270	5.9	20.7	74.1
90.1	409	7.1	24.7	68.5
90.2	318	7.6	34.0	58.5

Table 14. Comparison of REFOCUS Referrals and Other Service Level Two's in JTPA Programs

	Region 3	Region 9	Region 10	Region 11
Client Characteristics				
Number Served (a)				
REFOCUS Service Level Two Referrals (b)	10	160	59	56
Other Service Level Two's	99	465	238	805
Number In JOBS Target Group (c)				
REFOCUS Service Level Two Referrals				
In a Target Group	10	119	46	41
Not in a Target Group	0	41	13	15
Other Service Levels Two's				
In a Target Group	67	334	177	617
Not in a Target Group	32	131	61	188
Percent in JOBS Target Group				
REFOCUS Service Level Two Referrals, Percent in Target Group	100.0	74.4	78.0	73.2
Other Service Level Two's, Percent in Target Group	67.7	71.8	74.4	76.7
Program Characteristics				
Total Time in Program				
REFOCUS Service Level Two Referrals, Mean Days	217	115	118	179
Other Service Levels Two's, Mean Days	242	116	165	157
Difference (d)	-25	-1	-47**	22
REFOCUS Service Level Two Referrals, Median Days	210	89	102	131
Other Service Levels Two's, Median Days	210	87	124	134
Difference (d)	0	2	-22	-4
Percent Time in Holding				
REFOCUS Service Level Two Referrals	27.7	14.1	9.9	4.3
Other Service Level Two's	23.3	15.5	11.7	9.6
Difference (d)	4.4	-1.4	-1.8	-5.3*
Percent Time in Activities (e)				
REFOCUS Service Level Two Referrals	72.3	85.9	90.1	95.7
Other Service Level Two's	76.7	84.5	88.3	90.4
Difference (d)	-4.4	1.4	1.8	5.3*
Share of Classroom Training-Occupational Skills, Mean Percent				
REFOCUS Service Level Two Referrals	17.8	12.8	4.3	8.4
Other Service Level Two's	27.2	14.9	5.7	17.6
Difference (d)	-9.5	-2.1	-1.4	-9.2*
Share of OJT, Mean Percent				
REFOCUS Service Level Two Referrals	27.2	9.5	5.1	7.8
Other Service Level Two's	9.4	12.7	14.8	9.5
Difference (d)	17.7*	-3.2	-9.7**	-1.7
Share of Work Experience, Mean Percent				
REFOCUS Service Level Two Referrals	6.8	0.0	0.0	3.6
Other Service Level Two's	16.5	2.2	0.7	3.5
Difference (d)	-9.7	-2.2*	-0.7	0.0
Share of Youth Programs, Mean Percent				
REFOCUS Service Level Two Referrals	0.0	2.9	0.0	0.0
Other Service Level Two's	2.8	6.3	6.1	9.5
Difference (d)	-2.8	-3.4*	-6.1**	-9.5**
Share of Other, Mean Percent (f)				
REFOCUS Service Level Two Referrals	55.1	74.0	80.8	89.6
Other Service Level Two's	55.1	67.3	69.4	69.1
Difference (d)	0.0	6.7	11.4*	20.5**

	Region 3	Region 9	Region 10	Region 11
Share of Direct Placement, Mean Percent				
REFOCUS Service Level Two Referrals	0.0	0.6	10.2	12.5
Other Service Level Two's	3.0	0.2	4.6	7.5
Difference (d)	-3.0	0.4	5.5	5.0
Placements				
Percent Placed				
REFOCUS Service Level Two Referrals	30.0	43.8	27.1	48.2
Other Service Level Two's	41.4	48.6	52.9	44.1
Difference (d)	-11.4	-4.9	-25.8***	4.1
Hourly Wage at Placement, in 1991 Dollars				
REFOCUS Service Level Two Referrals	$4.12	$3.93	$3.68	$4.20
Other Service Level Two's	$4.15	$4.02	$3.73	$4.35
Difference (d)	-$0.03	-$0.10	-$0.05	-$0.15
Percent Receiving Benefits				
REFOCUS Service Level Two Referrals	100.0	70.0	31.3	38.5
Other Service Level Two's	48.8	81.0	21.4	41.4
Difference (d)	51.2*	-11.0*	9.8	-2.9
Post Program Outcomes (g)				
Average Duration of Employment, in Quarters (h)				
REFOCUS Service Level Two Referrals	n.o.	2.82	2.00	2.67
Other Service Level Two's	2.67	2.08	2.24	2.00
Difference (d)	n.a.	0.74*	-0.24	0.67
Percent Still Employed after One Year				
REFOCUS Service Level Two Referrals	n.o.	59.1	40.0	66.7
Other Service Level Two's	0.6	47.1	47.8	49.7
Difference (d)	n.a.	12.0	-7.8	16.9
Earnings for One Year Post Placement, in 1991 Dollars (i)				
REFOCUS Service Level Two Referrals	n.o.	$5,350	$2,924	$4,585
Other Service Level Two's	$4,771	$3,844	$3,124	$3,381
Difference (d)	n.a.	$1,506	-$200	$1,204

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(c) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(d) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level;. **95% confidence level; ***99%confidence level.

(e) Total time in activities equals total time in program less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(f) This includes "classroom training-other", "employment and training services", "education" and "job search".

(g) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89. Because Region 3 only began REFOCUS in February 1989 and post-program measures only include placement through June 1989, it will not be possible to measure post-program outcomes for Region 3 REFOCUS caretakers.

(h) Out of four possible quarters of employment.

(9) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

D. Summary of Key Findings

The key findings from this exploratory analysis of the REFOCUS-to-JTPA referral and enrollment process are as follows, emphasizing results in the three pilot REFOCUS regions:

- Approximately 21-33 percent of profiled Service Level II caretakers were referred to JTPA from the REFOCUS program. The number of total REFOCUS referrals generally started small, reached a peak, and then began to decline over time.
- Service Level II caretakers constituted from 79 to 96 percent of all REFOCUS referrals across the entire study period. Further, in most regions the share of referrals to JTPA accounted for by Service Level II caretakers increased substantially over time.
- Across the total study period, from 25 percent (Region 10) to 38 percent (Region 9) of all REFOCUS referrals actually enrolled in a JTPA program. The enrollment rates for Service Level II caretakers were similar.
- The average length of time between REFOCUS referral and JTPA enrollment was about 2 to 3 months.
- In the Southeast Texas and Upper Rio Grande SDAs, 76 percent and 68 percent, respectively, of REFOCUS referrals actually completed the JTPA application process. Six of every ten caretakers who applied to JTPA actually enrolled in JTPA.
- By the end of the coordination period, the share of all REFOCUS referrals who entered JTPA programs remained low, ranging from less than 8 percent in Region 11 to 26.7 percent in Region 9. A somewhat larger share of enrollees had been profiled by REFOCUS but not referred to JTPA prior to their enrollment. From 43 percent (Region 10) to 59 percent (Region 11) of AFDC caretakers enrolling in JTPA during the second quarter of 1990 had had no contact with the REFOCUS program at all.
- Few significant differences in program characteristics, employment rates and postprogram earnings were found between REFOCUS referrals and other AFDC caretakers with similar characteristics (i.e., Service Level II "look-alikes") who participated in JTPA Title IIA programs.

These findings are based on an exploratory analysis of the REFOCUS-to-JTPA referral process. They do not provide the last word on the referral process in the regions being studied. Instead, these results should help to establish baseline expectations for start-up programs of this type. A further analysis of these referral and enrollment patterns could provide valuable information for those responsible for planning and implementing JOBS programs in these DHS regions and across the state.

IV. Rural Coordination Issues

A. The Rural Sites

1. Background

The earlier report on welfare-employment coordination by Gula and King (1990) dealt almost exclusively with programs operating in three highly urbanized counties: El Paso, Harris (Houston) and Bexar (San Antonio). Each of these counties constitutes the area's primary population center and accounts for 85-97 percent of the total population in their respective DHS region or JTPA SDA. While these three counties together constitute more than a third of Texas' AFDC caseload and almost forty percent of the caseload in the 82 counties operating JOBS programs since October 1990, focussing only on urban areas leaves much of the story untold.[28] A substantial portion of the caseload, including almost 7 percent living in 35 nonmetropolitan JOBS counties, can be found either in rural areas or in less densely populated regions.

This section examines service delivery for welfare-employment programs in two rural sites, continuing the emphasis on five broad systems areas which were the basis for much of the earlier inquiry. These correspond to the five coordination areas referenced in the Governor's (JTPA) Coordination and Special Services Plan for Program Years 1990-1991: planning; referral, intake and assessment; data (reporting); client management; and evaluation of program results.

2. Site Selection

The distinctive nature of rural areas--particularly with reference to variations in incomes and earnings and to the delivery of services designed to assist people in reaching economic self-sufficiency--has been the focus of research for several decades. Marshall (1974) grappled with the definition of "rural" with special attention to the rural South and Texas in particular, detailing the economic problems facing rural areas and the people who lived there, exploring the sources of these problems and suggesting strategies for improvement. Recent research by the Center on Budget and Policy Priorities has demonstrated the continuing difficulties encountered in rural areas, including limited job opportunities, low wages, poor working conditions and benefits, all of which have led to a widening real income gap between rural and urban areas.[29]

The process used for selecting rural sites for this effort was relatively informal and loosely structured. It relied heavily on consultations with agencies whose programs are

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[28]The 49 Metropolitan Statistical Area counties contain around 82 percent of the State's AFDC cases.

[29]For example, see: Porter (1989); Shapiro (1989); Barancik (1990); and Shapiro and Greenstein (1990).

involved in serving AFDC caretakers, i.e., DHS, Commerce and TEC. Budgetary and related constraints dictated that no more than 2-3 rural sites be selected. Three main criteria guided the selection process, as follows:

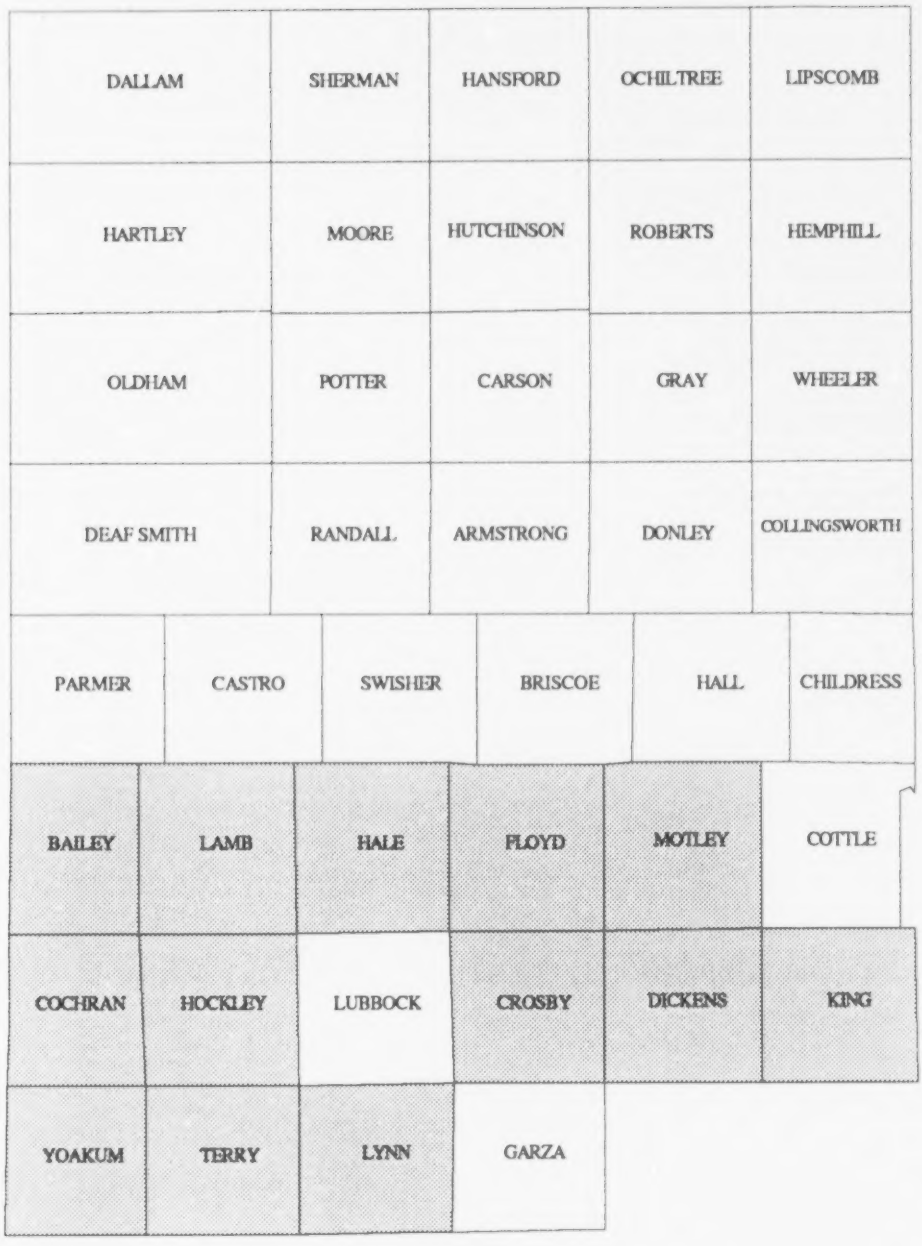
- Predominantly rural. Eight regions had MSA population residency shares at or above 80 percent (based on 1980 population); seven had MSA shares below 50 percent, including Deep East Texas and Middle Rio Grande which contained no MSAs. Even planning regions with MSA shares of 50-80 percent had vast areas which were largely rural (e.g., Brazos Valley, Coastal Bend, South Plains).
- Differing REFOCUS experience. REFOCUS implementation proceeded incrementally by region. DHS Regions 9 (San Antonio), 10 (Beaumont) and 11 (Houston) piloted REFOCUS in the Spring of 1988, followed by Regions 3/12 (El Paso), 5 (Dallas) and 7 (Paris) in early 1989 and Regions 6 (Austin), 4 (Abilene) and 1/2 (Lubbock/Amarillo) in the latter half of 1989. Region 8 (the Rio Grande Valley) was last, starting up in December 1989.
- Race/ethnic diversity. Race/ethnic diversity was viewed as essential to site selection for at least two reasons. First, research on welfare, program participation and outcomes typically has found significant differences by race/ethnicity. And, second, the race/ethnic makeup of the Texas population varies widely by region.

A number of other considerations also influenced site selection. First, the local sites selected needed to go beyond the initial REFOCUS pilot regions in order to broaden the perspective of the research. Second, the sites needed to reflect current and/or expected JOBS counties in order to produce findings with policy relevance to the agencies and the Legislature. Third, it was hoped that the sites could include areas with innovative initiatives underway. Practical considerations such as time and travel budget limitations also were factored into site selection.

Two SDAs were ultimately selected for site visits to further explore coordination practices and to document the opportunities and barriers facing rural welfare-employment programs in Texas: Deep East Texas and South Plains Rural. Deep East Texas is State Planning Region 14, the upper portion of DHS Region 10 (Figure 4). South Plains Rural is State Planning Region 2 (less Lubbock and Garza counties). This area corresponds to the lower half of DHS Region 1/2 (Figure 5).

Figure 4
Deep East Texas SDA

Figure 5
South Plains Rural SDA



3. Site Descriptions

Deep East Texas. Deep East Texas is one of the state's more rural regions. Lacking MSAs or even a dominant town, this region easily fits common notions of a rural area. This 12-county region occupies some 9,600 square miles and is coterminous with the Deep East Texas SDA. DHS' and TEC's Beaumont Regions are congruent, extending to encompass the three counties of State Planning Region 15. Interestingly, Deep East was the DHS Nacogdoches Region until 1975 and still seems to reflect this past history to an extent. Preliminary 1990 Census figures give this region a population of 305,452 for a population density of almost 32 persons per square mile, an increase of only 3 persons per mile since 1980.[30] There are only two cities of any significant size in the region: Lufkin in Angelina county and Nacogdoches in the county of the same name, each with slightly more than 30,000 residents. Note that, together, these two cities only account for around one fifth of the region's population. It is very definitely rural.

Deep East Texas, as part of DHS Region 10, implemented REFOCUS in the initial pilot phase. In fact, the Beaumont region--under the leadership of key DHS/FSS staff from Nacogdoches--originated many of the concepts and practices which subsequently formed the basis for REFOCUS. DHS ASSIST data on Region 10 clients profiled indicate that, unlike a number of the other DHS regions, REFOCUS activity was distributed more or less evenly throughout rather than concentrated in cities or more urban areas (e.g., Houston and San Antonio). For exploring rural welfare-employment programs, this alone makes Deep East an attractive candidate. There are currently four Deep East JOBS counties--Angelina, Jasper, Nacogdoches and Polk--with plans for continuation in State FYs 1992-1993.

Preliminary 1990 Census figures indicate that Deep East Texas tends to have far fewer Hispanics (4.5 percent) than the state as a whole (25.5 percent) and disproportionately more Whites (77.5 v. 60.6 percent) and Blacks (17.3 v. 11.6 percent). The four JOBS counties account for around three-fifths of the region's total population as well as its White residents, but its minorities tend to be less evenly distributed. Roughly four-fifths of the Hispanics in the region reside in these four counties, almost 44 percent in Angelina county alone. Blacks are slightly less concentrated (55.4 percent) in the JOBS counties.

Welfare-oriented self-sufficiency programs in Deep East Texas are now focussed heavily on the larger counties, particularly Angelina and Nacogdoches. This was not always the case. DHS operated self-sufficiency programs on a regionwide basis both prior

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[30]Population figures, poverty counts and per capita income estimates are from the U.S. Bureau of the Census. Data on economic activity are from the Texas Almanac, the U.S. Bureau of the Census and TEC.

to and during REFOCUS.[31] There were 21 local DHS offices located in each of the 12 counties, many featuring co-housed Income Assistance (IA) and Employment Services (ES) workers. Most of the mid- and upper-level DHS management staff had considerable longevity in their positions and were hometown people besides.[32] ES workers--taking direction from the Nacogdoches DHS office--tended to be very social services oriented and to work in a relatively unconstrained environment with high supervisor-to-staff ratios; IA workers, on the other hand, performed eligibility functions working with lower supervisor-staff ratios. ES and IA supervisors alike were freed up to handle more case management. An early 1991 DHS State Office reorganization plan attempted to reach down into regional and local offices, mandating the implementation of a "span-of-control" model in all regions, the integration of IA and ES functions within CSS and instituting 1:15 supervisor/staffing ratios. This plan reduced the number of supervisors and, given the inevitable bumping among staff, has led to the region's CSS/ES direction emanating directly from Beaumont some 100 miles south of Nacogdoches. (After months of uncertainty, the reorganization was instituted largely as planned during the spring of 1991.) Since JOBS began in October 1990, CSS/ES staff have been concentrated exclusively in the region's four JOBS counties.

The Deep East Texas Council of Governments (DETCOG) has been the administrative entity and grant recipient for JTPA in the region since 1983 and was a Balance-of-State CETA contractor in the preceding period. The JTPA program--which contributes nearly three-fifths of DETCOG's $9 million annual budget--is administered by 42-45 full-time staff under a director with considerable longevity in the position, including both JTPA and CETA experience dating to 1977. DETCOG has a network of offices throughout the region. Outreach offices are located in all 12 counties, although in 8 counties applications are taken and clients enrolled only 1-3 days per week. Seven of the counties have storefront JTPA offices, while they are co-housed with other agencies in the others. Most activities and services are provided in-house, including intake and assessment, case management, pre-employment and job search training and job development; classroom training is contracted out mostly to community colleges and TSTI on a case-by-case basis. The COG has had longstanding non-financial (coordination) agreements with DHS, TEC and TRC. Most JTPA activity for welfare caretakers is now centered in the JOBS counties.

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[31]The Nacogdoches DHS subregion was one of the first to "go generic" in the period preceding REFOCUS; i.e., FSS workers typically handled all services designed to help the client become self sufficient.

[32]Even the newest addition to the CSS/ES staff, its Program Director, had more than 5 years in a similar office in Houston prior to moving to Beaumont.

TEC provides labor exchange services in the Deep East Texas region out of 3 separate offices located in Nacogdoches (serving Nacogdoches, Sabine, San Augustine and Shelby counties), Lufkin (Angelina, Houston, Polk, San Jacinto, Trinity and Tyler counties) and Orange (Jasper and Newton counties). TEC's involvement in welfare-employment programs has been relatively limited, despite the fact that they have been, and continue to be, the primary contractor for job search services for job-ready welfare clients in the region. Under REFOCUS, only 0.5-1.0 out of 20 full-time staff in the Nacogdoches TEC office were dedicated to serving welfare clients referred for job search and job development services. Under JOBS, that figure has risen to 1.75 staff dedicated to serving Service Level I clients, but only in the four JOBS counties.

Basic education and literacy services are provided in the Deep East Texas region under the auspices of three Adult Education Coops: the Rusk Independent School District in Cherokee county (serving Angelina, Nacogdoches, Sabine, San Augustine and Shelby counties); the Region V Education Service Center in Beaumont (serving Jasper, Newton and Tyler counties); and the Region VI Education Service Center in Huntsville (serving Houston, Polk, San Jacinto and Trinity counties). Key providers of adult education and literacy services for welfare recipients in the region--almost all of which is now, and has been offered in the past, largely in the four JOBS counties--include: the Lufkin Adult Learning Center, the Nacogdoches Adult Learning Center and Stephen F. Austin University Learning Center (Nacogdoches); the Region V Education Services Center; the Livingston Community Services in Polk county; and DETCOG. Some of these providers operate with regular JTPA funding provided by DETCOG.

Several special initiatives for AFDC clients operated in Deep East in recent years:

- The origins of the Texas REFOCUS program (1988-1990) are in Deep East Texas. As early as 1984, key DHS/FSS staff in Nacogdoches developed an approach to organizing and accessing client data in order to support more effective local staff-client interactions for promoting client self-sufficiency. This soon was transformed from what was largely a data-centered initiative--known as the Automation/Streamlining System for Information and Services Tracking, or ASSIST--into a more complete, programmatic approach to serving clients. As it developed locally, ASSIST/REFOCUS apparently exhibited more performance orientation than its subsequent state incarnation.
- A second such effort was the (JTPA) Enhanced AFDC Services Project run by DETCOG. Enhanced Services Projects were solicited from local SDAs by the Texas Department of Community Affairs in 1986 using Title IIA Six Percent Funds. DETCOG was awarded funding to provide additional education and

remediation services to AFDC clients.[33] The project, which also served to streamline the DHS/JTPA referral process and minimize service duplication, was subsequently picked up by DETCOG with regular Title IIA formula funds and is reflected currently in the services it obtains from the Lufkin Adult Learning Center, for example.

- A series of welfare-oriented efforts have entailed varying degrees of collaboration or joint participation with educational institutions, including among others: a project in the Jasper schools; and continuing activities in the Nacogdoches Adult Learning Center for AFDC caretakers. The latter, Project Right Track, is supported by JTPA 123 and ABE funds and has involved DHS staff in actual service delivery. It is directed by the Department of Counseling and Special Educational Programs at Stephen F. Austin University in Nacogdoches.

South Plains Rural. The area commonly known as the South Plains Rural is a 13-county JTPA region that partially encircles the Lubbock-Garza SDA (Figure 5).[34] Sprawling across more than 11,000 square miles of prairie, less than one percent of the Texas population inhabits the area. The population density is only 11 persons per square mile, ranging from a low of 0.4 in King County on the eastern edge to a high of 34 in Hale County which is directly north of Lubbock.[35] Although its population is sparse, it is ethnically representative of the area's southwestern heritage. Of the 134,403 residents, 38 percent are Hispanic. By urban standards, there are few cities of significant size. The area's three largest cities are Plainview, 21,700; Levelland, 13,986; and Brownfield, 9,560. More than 80 percent of the incorporated cities and towns have fewer than 3,000 residents with half of them actually having populations of less than 1,000. Unlike the growth experienced statewide (19.4 percent), South Plains Rural experienced a population *decline* of approximately 10 percent from 1980 to 1990.

Income levels within the South Plains Rural mirror the economic problems of rural areas elsewhere in the state and the nation. Per capita income estimates for 1985 ranged from a low of $6,530 in Dickens to a high of $9,011 in Yoakum. The statewide estimate was $10,373. Nearly one-quarter of the South Plains Rural population lived below the poverty level in 1980 as compared to only 14.3 percent of the Texas population.

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[33]For more on these projects, see: Gula and King (1990), p. 15.

[34]Together, these two SDAs constitute the 15-county State Planning Region 2.

[35]As before, population, poverty, income and related economic activity data are taken from the Texas Almanac, the U.S. Bureau of the Census and TEC.

Economic activity in South Plains Rural revolves primarily around agriculture and oil. With 400,000 acres irrigated, Hale County is one of the leading agricultural counties in the state. Hockley and Yoakum Counties are both leaders in oil with more than one billion barrels produced in each county since oil was discovered there in the 1930s. However, with both of these industries experiencing a decline, the majority of employers and positions in the area are concentrated in other industries. There were slightly more than 3,300 business establishments in the mid-eighties and roughly half of those were engaged in retail trade and services.

In 1986, the South Plains Rural unemployment rate rose to 9.2 percent, surpassing the statewide average of 8.9 percent. Pockets within the area were hit extremely hard. Unemployment reached 13 percent in Dickens County and 14 percent in Terry County. In Hockley, the second most populous county in the area, the unemployment rate climbed to 11.5 percent. According to the TEC, the area's civilian labor force decreased nearly seven percent from 1985 to 1990.

The thirteen-county South Plains Rural is a subset of the TEC Amarillo Region and DHS Region 2.[36] Consequently, the geographic boundaries of the three primary service providers do not share the same "anchor" population. For DHS and TEC, Lubbock is a focal point—an area external to the South Plains Rural.

Less than one percent of the state's AFDC families can be found in South Plains Rural, two-thirds of whom live in Hale, Terry, Hockley and Lamb, the four designated JOBS counties for the area.[37] The Regional Office for DHS Region 2 is located in Lubbock. The Regional Director for Client Self-support Services is stationed in Lubbock and the Program Director is located in Amarillo.[38] Both of these individuals have been employed by DHS since the early 1970s. Employment services for AFDC caretakers in South Plains Rural are available at one of three locations: Plainview (Hale County), Levelland (Hockley County), and Brownfield (Terry County).[39] Management, staff support and other program services are provided by the two Local Offices in Lubbock. With the preponderance of its clientele and staff based in Lubbock County, most of the agency's welfare-to-work efforts within Region 2 are focussed there.

Although there are now roughly 45 DHS employees responsible for delivering employment services to clients in Region 1/2, there were only about 15 case workers (excluding administration) in the mid-to-late eighties. Faced with few employees, regional

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[36]DHS Region 1/2 has subsequently been renamed Region 2. However, all references in this report to Region 2 refer to the 15-county State Planning Region 2 which was formerly known as DHS Region 2.

[37]Texas Department of Human Services (1988).

[38]As part of DHS Region 1/2, a sub-regional office is located in Amarillo.

[39]The Local Office in Brownfield was vacant as of February 1991.

administration was continually improvising innovative approaches for stretching its employee complement. One initiative required each unit supervisor to have a certain number of AFDC caretakers working as volunteers within their office. Many of these client-volunteers were subsequently hired by DHS. Another effort, known as the Saturday Project, relied on staff volunteers. DHS staff donated their time on Saturdays to conduct life skills classes (mostly family planning) for adolescent grant recipients. This project which operated from 1986 to 1988 was quite successful and served as a catalyst for subsequent teen-parenting programs conducted in a collaborative manner with school districts (e.g., New Directions in 1989). For the most part, these and other initiatives were discontinued when DHS staff turned their attention to implementing REFOCUS.

The South Plains Community Action Association (SPCAA) is the grant recipient and administrative entity for JTPA in the South Plains Rural SDA. The SDA's main office is located in Levelland. The deputy director of SPCAA has been in charge of the JTPA component since 1984 and employed by the agency for 17 years. By virtue of their involvement in neighborhood public health centers and their contractual arrangement with the Caprock Community Action Association, SPCAA is the only one of the three major providers of employment services to AFDC caretakers to have an office in each of the 13 South Plains Rural counties. Though it is serving one of the most remote areas of the state, the SDA is "plugged in." All JTPA participant intake data are entered on-line via computer lines with Commerce from three local sites. Office staff not directly linked to Austin use laptop computers.

Within the South Plains Rural SDA, AFDC caretakers are mainstreamed with the general clientele. The JTPA six-percent monies received by the SDA in 1987 for enhancing services to AFDC clients were primarily used for job development, on-the-job training and vocational training. Basic education and remedial services are provided through the SDA's Computer Curriculum Corporation Laboratories. Support services provided by JTPA to AFDC clients include transportation, child care, and funds to cover GED testing fees and other job-related items such as tools and uniforms. Transportation services are provided in the form of cash allowances and through Spartan, the SPCAA's public transportation system. Roughly 30 percent of child care services needed by AFDC clients in South Plains Rural SDA are covered by JTPA. Most of these payments are for self-arranged child care due to the scarcity of child care centers in the area. Under JOBS, SPCAA is serving as the broker for the child care management services contract for DHS Region 2 and has established a separate office in the City of Lubbock to service both SDAs.[40]

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[40]With the exception of Hale County where DHS contracted directly, SPCAA was previously the Title XX contractor for child care services in South Plains Rural.

Although the TEC Amarillo Region encompasses 42 counties, there are four Local Offices serving Lubbock County. Labor exchange services are provided to South Plains Rural residents through five offices at the following locations: Plainview in Hale County; Muleshoe in Bailey County; Levelland in Hockley County; Brownfield in Terry County; and Littlefield in Lamb County. TEC's current welfare-to-work activities for AFDC clients in South Plains Rural are administered through the Lubbock local office on 16th Street.[41] Two key personnel at this office, the local office manager (19 years) and the supervisor for special programs unit (five years), both have long-term experience within the TEC system. TEC's involvement in welfare-to-work activities in DHS Region 2 dates back to the WIN program. During REFOCUS, TEC served as the contractor for job search services for Category I clients in DHS Region 2. However, TEC's REFOCUS efforts were restricted to Lubbock County and were not available to South Plains Rural residents. TEC currently administers the JOBS contract for providing placement and referral services to Service Level I clients within DHS Region 2. Although coverage is being extended to South Plains Rural residents, staffing is still constrained. Of the five TEC positions budgeted for JOBS, three are located in Lubbock, one in Plainview and one in Brownfield. The case manager in Brownfield is responsible for clients in Terry, Lamb and Hockley counties.

Within South Plains Rural, South Plains College is the main provider of postsecondary educational services. Staff at South Plains College are assigned to work closely with AFDC clients. As needed, office space and clerical assistance are available for use by DHS and JTPA staff. Vocational classroom training is also provided by Texas State Technical Institute in Lubbock and Wayland Baptist in Plainview. In addition, three adult education cooperatives operate within the South Plains Rural — Plainview ISD, Lubbock ISD, and Region XVII Educational Service Center. Of the three, only Plainview ISD includes contiguous counties. The boundaries of the other two cooperatives do not include adjacent counties. Currently, adult basic education services are not widely available at night. With the exception of the Adult Learning Center in Plainview and limited joint use of JTPA's CCC laboratories, linkages with adult education cooperatives in the South Plains Rural have yet to be fully developed by the three primary service providers. Two factors cited as impediments, but not necessarily insurmountable barriers, were the limited funds allocated to the rural cooperatives and the impracticality of scheduling evening sessions for as few as one or two clients.

In addition to individual agency efforts, a number of collaborative special initiatives occurred during the 1985-1989 period in State Planning Region 2. While an attempt has

[41]From 1983 to 1987, TEC was the administrative entity for the JTPA program in the Lubbock-Garza SDA. When the PIC incorporated in 1988, TEC became the primary contractor for Title IIA programs.

been made to focus on those activities that had a direct impact on AFDC caretakers residing in South Plains Rural, researchers have to a limited extent also included those that had an indirect impact. With two of the three primary providers of welfare-to-work services based in Lubbock County and the majority of their clientele residing there, most activities were first initiated in Lubbock County and then expanded to counties within South Plains Rural. In all instances, only those initiatives available to South Plains Rural clients were cited even though their physical location was in Lubbock.

- Lifeskills Classes. Developed jointly by Amarillo College staff and a DHS supervisor in 1982, lifeskills classes were expanded to AFDC caretakers residing in South Plains Rural in 1985. Similar in concept to the currently used survival skills courses, these classes consisted of half-day sessions held for five days.[42] Lacking both agency staff to serve as teachers and funds to hire teachers, DHS staff developed and trained a volunteer network to conduct the classes. Lifeskills classes were discontinued with the implementation of REFOCUS.
- DHS Regional Council. DHS Region 1/2 was one of the first two regions to institute a regional council. Formed in the latter part of the 1980s, the Council is made up of members of the community and functions as an advisory group, providing guidance on proposed and on-going activities as well as identifying service gaps.
- TRC-DHS Joint Program. First piloted in 1988, this program was jointly initiated by regional staff from each agency. The purpose of the program is to merge the resources and talents of the two agencies to improve and enhance services available to DHS clients; thereby increasing the number of disabled AFDC clients served and reducing the duplication of services. Funding for a TRC vocational rehabilitation counselor that serves DHS clients exclusively is split equally by the two agencies. In addition, DHS has created a "team" by dedicating a case manager to assist with referrals and coordinate support services. Although the TRC-DHS team is co-housed at the Clovis Street office in Lubbock, referrals are accepted from all case managers. Eligible AFDC clients — those with a physical or psychological disability which impairs their ability to obtain or maintain a job — receive joint case management and access to both DHS and TRC services. From July 1988 through October 1989, 123 AFDC clients were served in this joint program.

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[42]The Survival Skills curriculum was developed by Linda Thurston of the University of Kansas and is marketed in Texas exclusively by the Women's Center of Tarrant County.

- Computer Curriculum Corporation (CCC) Laboratories. Established in 1989, the CCC laboratories were a cooperative effort by the South Plains Rural SDA and local school districts to improve school retention and completion for at-risk youth as well as improve the academic performance of in-school JTPA participants. All districts were approached and roughly 70 percent agreed to participate. While the school districts pay all the costs of operating the on-site laboratories, the computer equipment is furnished by JTPA. Each laboratory is required to have a JTPA participation rate of at least 51 percent with most currently at 75 percent. While most of these laboratories are located on school campuses, a few off-campus sites are funded totally by JTPA. These learning facilities are also open to adults during daytime hours. A goal of the South Plains Rural SDA is to open all CCC laboratories at night to increase their accessibility by adults and to expand the laboratories into each of their local offices.

With roughly 66 percent of Region 2's AFDC families residing in Lubbock, the South Plains Rural has only been marginally affected by state welfare reform activities to date. Although attempts were made to have a regionwide WIN program that would include the entire South Plains Rural, the staff complement inhibited this approach, and in 1985 DHS switched its emphasis to clients in Lubbock and only one of the South Plains Rural counties, Hale. In 1986, staff limitations once again curtailed WIN coverage, and the emphasis was switched to fewer total clients but intensified efforts. Essentially, although it was not labeled REFOCUS, Region 2 began incorporating a case management approach into its welfare reform delivery system even before REFOCUS was piloted elsewhere in the state. As such, the REFOCUS concept was already in place prior to its official implementation here. Tools of the program, such as the EP2s, were also being utilized to categorize clients prior to November 1989. The latter occurred primarily as a result of intra-agency networking, in particular with DHS Region 10 (Beaumont). DHS Region 2 was one of the last areas of the state to implement REFOCUS. As such, REFOCUS was more of a dry run for subsequent implementation of the JOBS program. For most case managers there was no visible line of demarcation between REFOCUS and JOBS which led to some confusion as to their expected goals and objectives under REFOCUS.

As with WIN DEMO (and now JOBS), REFOCUS activities were limited only to those counties that had staff. Within South Plains Rural, this encompassed Hale, Hockley, and Terry. However, the client flow pattern for AFDC caretakers in Lubbock County was quite different than for most of the counties within South Plains Rural with the exception of clients living in Hale County. Hockley and Terry residents were not outreached. Instead,

these AFDC caretakers were profiled for REFOCUS if they showed up at one of the offices and expressed an interest. Excluding Hale County clients, South Plains Rural REFOCUS participants were essentially all volunteers. In addition, those South Plains Rural clients classified as Category I types were not referred to TEC. TEC REFOCUS services were only available within Lubbock County.[43] Instead, most South Plains Rural REFOCUS clients relied on placement services provided by the DHS case managers and referral to JTPA programs. Those clients presenting themselves at TEC Local Offices in the South Plains Rural area were registered for TEC's regular labor exchange services and referred to DHS. All South Plains Rural Category II clients were tested using the Adult Basic Learning Examination (ABLE) Screening Battery. DHS relied on the South Plains Rural SDA (which used the ABLE and other tests) to test clients at their CCC labs in Levelland and Littlefield. For the most part, DHS focussed on providing Category II clients with survival skills and relied heavily on JTPA for training. Educational services were provided through JTPA, South Plains College and to a limited extent, TEA's Adult Education Cooperatives. General DHS support services — child care, transportation as well as staff-stocked "clothes closets" — were available to REFOCUS participants. Support services were also provided by JTPA.

The transition from REFOCUS to JOBS has been a relatively easy one for DHS case managers since most were at or near their caseload limits. However, the new requirements imposed by JOBS—the 7 percent participation rate (rising to 11 percent in October 1991), 20-hours/week (average) client participation in components and the targeted wage level of $4.30—are serious concerns of DHS staff. Within Lubbock County, staff feel that they will be able to control the situation and have a positive impact on the outcomes. But even this accomplishment will place additional demands on staff — secretaries will be used to maintain contact with clients who do not need support services but are, for example, in literacy training.

While the situation will be manageable in Lubbock County, a great deal of concern remains as to how to serve the four JOBS counties within the South Plains Rural. Many of the questions encountered during REFOCUS, remain unanswered. Limited inroads can be expected as DHS has not yet aggressively pursued the development of all types of resources within these counties. The success of the Interagency Planning Group for the region has prompted efforts to extend the concept to create county-level councils to assist with JOBS-related programs and to gain more exposure for welfare-to-work activities. But the problems of serving clients dispersed over miles of sparsely populated areas with only a

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[43]Since TEC's REFOCUS efforts did not extend to the South Plains Rural area, their welfare-to-work activities are not discussed in more detail. They are primarily applicable to clients residing in Lubbock.

handful of staff, as well as the limited potential for employment above the minimum wage, remain. DHS staff cannot expect to benefit from the economies of scale gained from group activities. It is unlikely that other resource providers in the area will either. Ultimately, this may hurt their chances for meeting the 20-hours/week average participation requirement. Continuing to concentrate their efforts on helping those within reach even at the expense of participation rates and providing training resources that are effective and will equip clients with the prerequisites to be competitive in the labor market even though they may not reach 20 hours/week, may be the only route viable for rural service providers if their welfare-to-work programs are to attain positive, longer-term outcomes for clients.

B. Special Opportunities for Rural Service Delivery

1. Intimacy of Program/People Relationships

The primary distinguishing feature of rural areas which tends to create opportunities for effective service delivery is *intimacy*. By virtue of smaller numbers and reduced mobility in their population, rural areas give rise to intimate relationships both among program staff and between program staff and the people they serve. While such relationships do exist in some urban areas, they are the exception rather than the rule. The effects of such intimacy are important and very noticeable.

Those operating rural programs are more than simply directors, administrators or staff. They *are* the program, and the program is synonymous with the people providing the services. When things go right (or wrong), when services are delivered, when programs abruptly change directions and when communications falter, there is no question who is responsible. There are no faceless bureaucrats in small towns and rural areas. As one individual with DHS succinctly put it: "Out here I'm no better than my word." In these areas, the onus of coordination is on people not some abstract "program." People are responsible and accountable to a knowing public, and they appear to act on it.

In addition, intimacy among program staff means that it is virtually unheard of for the director and staff in one program not to personally know their counterparts in one of the other programs with which they are expected to collaborate. In fact, information concerning key personnel changes often makes the rounds of the program staffs in the community well before they take place. In such a situation, a simple phone call--or more likely a conversation at the local lunch counter, school or church--can elicit the desired behavior. Communications flow is unimpeded by layers of bureaucracy and impersonal relationships. Moreover, finalizing the agreement to do whatever may only need a verbal commitment or a handshake between individuals in rural Texas, while in a metropolitan setting, it might take countless meetings spanning several months and require a formal

nonfinancial agreement or memorandum of agreement--signed by all public and private entities and reviewed by their respective attorneys--to make it stick.

2. Child Care

In sharp contrast with the state's larger metropolitan areas, in rural Texas clients generally turn to an extended network of family and friends for their child care needs, opting for self-arranged care. In part this is a response to the lack of formal center-based care as indicated below under the barriers discussion, yet there also appears to be an inherent mistrust of less personal approaches to caring for children in rural areas. To the extent that funding for self-arranged care is available to welfare clients--and it has not been a significant problem in recent years in either of the SDAs visited--their hours of care provide more flexiblity for AFDC caretakers to attend education classes or training as well as to take jobs which require evening or weekend hours.

It might be noted briefly here that under JOBS child care funding has been forthcoming. Self-arranged care is being arranged directly by clients with the assistance of regionally-based Child Care Management Area (CCMA) brokers. The details of the payment mechanism are yet to be worked out satisfactorily. Initially, payment is handled on a reimbursement basis by the DHS State Office, and lengthy delays are being reported. Moreover, one of the more important functions of the CCMAs is resource development, that is seeing that new centers or day homes are cultivated in areas experiencing problems.

3. Limited Resources

The resource constraints experienced in rural areas definitely have their positive side. In conversations with service providers, it is clear that they understand the economic imperative they are facing and the absolute necessity of working together to see that clients get served well. Lacking sufficient independent funding streams and absent adequate delivery capacity and support services, they tend to rely on their partners for survival.

There is also an interesting interaction with the intimacy factor. Because of the limited array of service options and providers, program staff are well aware that if satisfactory day-to-day working relationships cannot be maintained with each other, their clients will lose out. Thus, many of the slights and occurrences which might provoke a turf war in a more urban setting are simply ignored or glossed over in rural areas in the interest of serving clients.

4. Transportation

Transportation, like child care, has the distinction of being listed as both an opportunity and a barrier in rural settings. For those clients who have access to transportation, whether it is their own or arranged through networks of family and friends as often is the case, transportation is far easier than in areas like Dallas or Houston. It takes far less time and effort to negotiate the same distance in rural areas populated by small towns than in traffic-choked cities where just one stalled vehicle or accident can disrupt literally thousands of work/education schedules. To the extent that these clients are relying on self-arranged child care based in their immediate neighborhood, the rural-to-urban comparison of transportation options is even more favorable in rural areas. Of course, for those without access to reliable transportation, rural residents are faced with an almost insurmountable obstacle. It is an interesting picture: if clients have access to some mode of reliable transportation, they are probably considerably better off than if they lived in an urban area; if not, they would likely be better off in a large city.

5. Less Anti-Public Sector Bias

Finally, one last opportunity should be noted before turning to the barriers side of the equation. This one is noticeable over time but much more subjective than the others listed here. Economic and other characteristics of rural Texas appear to produce lower levels of what might be called anti-public sector bias, something the state is well known for. In general, Texas tends to value public service below similar private endeavors, a situation which gives rise to added difficulty in service delivery. Providers and program staff must not only deal with every day problems associated with serving hard-to-serve clients, but they must do so in an environment offering them little extrinsic support: their work has less value. However, the picture seems brighter in rural areas for several reasons.

First, program director and staff jobs are some of the better jobs available in the area. There is less anti-public sector sentiment where the name of the game for many residents is economic survival. Program personnel are respected, well known people in their community. Another reason might be that a larger portion of rural area populations need such services or know personally someone who does, so that greater value is placed on work in the "caring professions." Whatever the reasons, the reduced anti-public sector bias in these areas seems to lighten their load to some extent. They are not having to perform miracles each and every day carrying the public sector stigma. Other things being equal, this means that service delivery is facilitated in rural areas relative to urban ones.

C. Special Barriers to Rural Service Delivery

With few exceptions, the barriers faced by urban and rural service providers do not differ in name, only in scope. For example, child care is a potential barrier whether the caretaker lives in Houston or Brownfield. For the client in Houston, the child care issue may surface as a logistics problem — how to drop the child off at the day care center and still get to work on time. While rural clients may potentially be faced with the same logistics problem, in rural areas it is more likely that the absence of child care centers will override the logistics problem.

This section summarizes the barriers identified during the rural site visits. For the most part, these barriers directly affect the delivery of welfare-to-work program services and less so their coordination. While the typical barriers to coordination (e.g., turf issues, agency autonomy) appeared to play a less prominent role in the rural areas, the program delivery barriers were more numerous and seemingly insurmountable. The infusion of more monies into the programs can overcome some of the program delivery barriers, but the question of cost-effectiveness quickly arises. Short of using the funds to directly employ AFDC caretakers, the present economic climate in rural areas presents a significant hurdle for implementing welfare-to-work efforts in these areas.

1. Program Design

To some extent, REFOCUS can be described as a program that provided a mechanism for effectively channeling large numbers of individuals to appropriate resources so that they might have the opportunity to become self-sufficient. If this broad characterization is valid, then one must question what REFOCUS and other similar programs have to offer both staff and clients in rural areas — areas unaccustomed to dealing with large numbers and more familiar with one-on-one relationships. Furthermore, the limited resources of rural providers necessitate channeling nearly all their funds into service delivery; funds for reporting back to DHS and showing achievements aren't always readily available. This is especially true of the adult education cooperatives. Quite possibly, REFOCUS and more so the current JOBS program may have added participation constraints and procedural burdens that are counterproductive and most likely unrealistic within rural areas.

DHS staffing complements imposed by REFOCUS and now JOBS were mentioned repeatedly in these rural site visits and merit further explanation. Both rural and urban areas are required to serve a maximum of 55 clients per case manager. The difference lies in the resulting number of staff produced by the caseload ratio. While an urban area may have 2200 clients, they also have 40 case managers. A rural area, subject to the same 55

caseload ratio, may have two case managers as a result of only having 110 clients. Both areas are faced with performing case management and concurrently building resources, establishing linkages, providing staff training and numerous other tasks. While the urban area with 40 case managers may — though not without well-deserved praise — be able to juggle staff time and somehow dedicate portions of staff time to activities other than direct client contact, the rural area has only two case managers to serve 110 clients dispersed over hundreds of square miles. The question quickly becomes one of quality or quantity. In the past as well as presently, the rural providers appear to have focussed on quality while maintaining an open door policy on quantity. However, meeting participation rates established under JOBS is a concern, one that rural areas will continue to grapple with while balancing quality.

Another aspect of the program design that adversely affected rural areas was client categorization — in particular the Service Level I criteria of prior work experience. While this was also cited as a problem in urban areas, in rural areas this criteria was apt to result in unskilled clients who were employed as farmworkers being classified as "job-ready." Although one of the rural sites proposed that the categorization process be based on TABE results to better capture the client's current status, a waiver was not granted and the process remained intact statewide.

2. Economic Environment

Limited employment opportunities are currently available within the rural areas of the state with the immediate outlook varying from no jobs to no good jobs (i.e., low-paying jobs with no benefits). Coupled with the fact that most openings will be in industries that typically lack benefits packages, the cessation of transitional benefits—Medicaid and child care—will presumably have a significant effect on the employment longevity of rural participants. And, as in most cities, getting a job often depends on who you know. Even though unemployment rates have gradually declined from the highs experienced in the mid-to-late eighties, the extent to which the rate has been downwardly impacted by discouraged workers who are no longer actively pursuing work and part-time workers who desire but cannot find full-time work, is not known. With most job openings occurring as a result of attrition or routine turnover, employment opportunities are limited. For many, obtaining a job will require relocation. At the very least, this will entail moving within the rural regions to their more populous towns.

An interesting dimension related to the lack of employment opportunities in rural areas is the impact this has on welfare-to-work program operations. A typical arrangement in group as well as self-directed job search activities is a requirement that AFDC clients

contact a certain number of employers in a given week to demonstrate the seriousness of their commitment to and participation in the program. This requirement has gained added emphasis under JOBS since the programs now must meet program participation rates or risk losing beneficial federal matching rates. In some rural areas and small towns, the impact of these provisions is tantamount to requiring participating clients to contact every employer in town at least once a week! Clearly, this is a service delivery barrier unique to rural areas and smaller towns.

3. Transportation

While some transportation funds were available from both DHS and JTPA, ample modes of transportation were not. Although both rural sites do have public bus systems, their routes are limited as is their frequency. Service is not available at night. Although most people seemed to have cars or access to one, the reliability of these vehicles was less than desirable. Unless jobs were located within a client's city/town, commuting was not a viable alternative. For some clients, obtaining and maintaining a job meant — and will continue to require—relocation within the area. Otherwise, the alternative is transportation subsidies sufficient to cover car purchases, insurance and maintenance. It might be noted that in many rural areas, the existing publicly-funded transportation available to welfare clients is primarily intended to insure they can have access to health care services. Schedules are devised on an ad hoc basis, and routes and pick-ups are not sufficiently predictable to support participation in self-sufficiency programs such as REFOCUS or JOBS.

4. Child Care

Few child care centers are located in rural areas. Although a few child care centers did open to serve DHS clients, the lack of private-paying customers forced them to close. Self-arranged care predominates. Both of the rural JTPA programs have been paying for self-arranged child care since the mid-eighties. The availability of DHS funds for self-arranged care will be a welcome benefit for rural areas if adequate funding is available. DHS child care monies have traditionally been targeted by priority group with Child Protective Services clients being first. They are not allocated by subareas within regions. There is some concern in rural areas that this approach will adversely affect service availability for rural clients if demand within the more urbanized areas of a region consumes all of the allocation.

In addition to the above mentioned barriers, there are other issues facing rural service providers that do not fit neatly in a review of barriers. Yet, they have a significant

impact on service delivery and program outcomes. The realities of rural life (e.g., lack of indoor plumbing) as well as its subtleties (e.g., a less aggressive clientele lacking self-esteem) present additional impediments for program providers. On the surface, these issues may seem trivial, but for clients who face them daily, they can easily become the harbingers of hopelessness and derail client efforts to become self-sufficient. Although both urban and rural caretakers are likely to face societal stigmas and prejudice, the situation may be more manageable in the city simply because there are other employers, other child care centers and so on to turn to for assistance. Rural service providers must attempt to persuade the entire community to buy into their welfare-to-work programs.

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Appendix A

SDA Tables

Table A-1. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 1/2-Panhandle SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	54	41	11	2
Coordination Period (c)	125	78	42	5
Change	72	37	31	4
Percent of Clients by Service Level (d)				
Baseline Period	100.0	76.6	20.6	2.8
Coordination Period	100.0	62.2	33.5	4.4
Change (e)		14.5**	12.9**	1.6**
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	19			
Not in a Target Group	35			
Coordination Period				
In a Target Group	53			
Not in a Target Group	73			
Change				
In a Target Group	34			
Not in a Target Group	38			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	35.5			
Coordination Period, Percent in Target Group	42.2			
Change (e)	6.7			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	193	205	161	98
Coordination Period, Mean Days	226	239	202	214
Change (e)	33*	34	41	116
Baseline Period, Median Days	137	156	120	110
Coordination Period, Median Days	182	209	152	115
Change (e)	45	53	33	5
Percent Time in Holding				
Baseline Period	34.8	34.6	30.8	71.4
Coordination Period	25.3	24.3	28.9	12.1
Change (e)	-9.5***	-10.3***	-1.9	-59.2***
Percent Time in Activities (g)				
Baseline Period	65.2	65.4	69.2	28.6
Coordination Period	74.7	75.7	71.1	87.9
Change (e)	9.5***	10.3***	1.9	59.2***
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	41.5	44.5	36.0	0.0
Coordination Period	41.7	59.0	14.9	0.0
Change (e)	0.2	14.6**	-21.1**	0.0
Share of OJT, Mean Percent				
Baseline Period	16.5	16.9	14.9	16.4
Coordination Period	17.0	20.6	11.2	9.7
Change (e)	0.5	3.7	-3.7	-6.7
Share of Work Experience, Mean Percent				
Baseline Period	3.7	4.8	0.0	0.0
Coordination Period	3.6	5.2	1.3	0.0
Change (e)	0.0	0.4	1.3	0.0

DHS Region 1/2-Panhandle SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	1.2	0.1	5.7	0.0
Coordination Period	0.6	0.0	1.8	0.0
Change (e)	-0.6	0.0	-3.9	0.0
Share of Other, Mean Percent (h)				
Baseline Period	42.7	40.2	49.8	58.6
Coordination Period	42.6	21.8	75.1	90.3
Change (e)	-0.1	-18.4***	25.3**	31.7
Share of Direct Placement, Mean Percent				
Baseline Period	0.0	0.0	0.0	0.0
Coordination Period	0.0	0.0	0.0	0.0
Change (e)	0.0	0.0	0.0	0.0
Placements				
Percent Placed				
Baseline Period	62.6	65.9	54.5	33.3
Coordination Period	54.8	67.1	35.1	30.0
Change (e)	-7.8	1.3	-19.5	-3.3
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$4.26	$4.29	$4.14	$4.50
Coordination Period	$4.79	$4.93	$4.34	$4.32
Change (e)	$0.52***	$0.64***	$0.20	-$0.18
Percent Receiving Benefits				
Baseline Period	35.8	31.5	58.3	0.0
Coordination Period	39.7	42.7	29.6	33.3
Change (e)	3.9	11.2	-28.7*	33.3
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	1.40	1.50	1.08	0.00
Coordination Period	2.10	2.27	1.71	n.o.
Change (e)	0.70**	0.77*	0.63	n.a.
Percent Still Employed after One Year				
Baseline Period	41.8	42.6	41.7	0.0
Coordination Period	40.0	40.9	42.9	n.o.
Change (e)	-1.8	-1.7	1.2	n.a.
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$4,610	$4,803	$3,673	n.o.
Coordination Period	$3,577	$4,004	$2,712	$660
Change (e)	-$1,033	-$799	-$961	n.a.

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Table A-2. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 1/2-Lubbock/Garza Counties SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	55	33	21	1
Coordination Period (c)	98	52	42	3
Change	43	20	21	2
Percent of Clients by Service Level (d)				
Baseline Period	100.0	59.6	38.5	1.8
Coordination Period	100.0	53.6	43.0	3.4
Change (e)		-6.0	4.5	1.5
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	26			
Not in a Target Group	29			
Coordination Period				
In a Target Group	48			
Not in a Target Group	50			
Change				
In a Target Group	23			
Not in a Target Group	21			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	46.8			
Coordination Period, Percent in Target Group	49.2			
Change (e)	2.4			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	227	241	209	155
Coordination Period, Mean Days	194	214	167	207
Change (e)	-34	-27	-42	52
Baseline Period, Median Days	169	190	154	155
Coordination Period, Median Days	164	169	151	206
Change (e)	-5	-22	-3	51
Percent Time in Holding				
Baseline Period	1.2	1.0	1.5	0.0
Coordination Period	8.6	4.6	14.1	1.4
Change (e)	7.4***	3.6*	12.6***	1.4
Percent Time in Activities (g)				
Baseline Period	98.8	99.0	98.5	100.0
Coordination Period	91.4	95.4	85.9	98.6
Change (e)	-7.4***	-3.6*	-12.6***	-1.4
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	23.5	35.8	5.5	0.0
Coordination Period	21.4	36.1	4.3	3.9
Change (e)	-2.1	0.3	-1.2	3.9
Share of OJT, Mean Percent				
Baseline Period	18.0	20.1	15.5	2.5
Coordination Period	16.6	20.4	9.2	50.0
Change (e)	-1.4	0.3	-6.3	47.5
Share of Work Experience, Mean Percent				
Baseline Period	0.0	0.0	0.0	0.0
Coordination Period	0.9	0.0	2.0	0.0
Change (e)	0.9	0.0	2.0	0.0

DHS Region 1/2-Lubbock/Garza Counties SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.2	0.0	0.4	0.0
Coordination Period	1.6	0.0	3.6	0.0
Change (e)	1.4	0.0	3.2	0.0
Share of Other, Mean Percent (h)				
Baseline Period	57.6	41.9	80.0	97.5
Coordination Period	57.9	37.1	84.7	48.8
Change (e)	0.3	-4.9	4.7	-48.7
Share of Direct Placement, Mean Percent				
Baseline Period	5.5	6.2	4.8	0.0
Coordination Period	5.6	7.3	3.9	0.0
Change (e)	0.1	1.1	-0.9	0.0
Placements				
Percent Placed				
Baseli e Period	48.6	64.6	26.2	0.0
Coordination Period	54.2	76.0	27.3	50.0
Change (e)	5.6	11.4	1.1	50.0
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$4.56	$4.74	$3.91	n.o.
Coordination Period	$5.24	$5.57	$4.32	$3.67
Change (e)	$0.68**	$0.84**	$0.41	n.a.
Percent Receiving Benefits				
Baseline Period	71.7	73.8	63.6	n.o.
Coordination Period	55.7	61.6	38.1	33.3
Change (e)	-16.0*	-12.2	-25.5	n.a.
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	1.57	1.69	1.09	n.o.
Coordination Period	2.24	3.31	0.90	2.00
Change (e)	0.67*	1.62***	-0.19	n.a.
Percent Still Employed after One Year				
Baseline Period	50.9	54.8	36.4	n.o.
Coordination Period	56.0	76.9	30.0	50.0
Change (e)	5.1	22.2	-6.4	n.a.
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$6,489	$6,706	$5,096	n.o.
Coordination Period	$4,926	$7,404	$2,123	$2,828
Change (e)	-$1,563	$698	-$2,973	n.a.

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Table A-3. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 1/2-South Plains SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	24	20	4	0
Coordination Period (c)	52	40	10	2
Change	28	20	6	2
Percent of Clients by Service Level (d)				
Baseline Period	100.0	83.0	17.0	0.0
Coordination Period	100.0	76.8	19.0	4.2
Change (e)		-6.1	1.9	4.2
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	8			
Not in a Target Group	16			
Coordination Period				
In a Target Group	29			
Not in a Target Group	22			
Change				
In a Target Group	21			
Not in a Target Group	7			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	34.1			
Coordination Period, Percent in Target Group	56.8			
Change (e)	22.8*			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	338	361	226	n.o.
Coordination Period, Mean Days	349	384	232	242
Change (e)	11	23	6	n.a.
Baseline Period, Median Days	281	354	243	n.o.
Coordination Period, Median Days	312	344	206	199
Change (e)	31	-10	-37	n.a.
Percent Time in Holding				
Baseline Period	15.1	15.3	13.9	n.o.
Coordination Period	16.8	15.4	20.4	25.2
Change (e)	1.7	0.1	6.5	n.a.
Percent Time in Activities (g)				
Baseline Period	84.9	84.7	86.1	n.o.
Coordination Period	83.2	84.6	79.6	74.8
Change (e)	-1.7	-0.1	-6.5	n.a.
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	75.6	86.0	25.0	n.o.
Coordination Period	65.6	74.6	33.3	45.5
Change (e)	-10.0	-11.4	8.3	n.a.
Share of OJT, Mean Percent				
Baseline Period	17.3	13.2	37.5	n.o.
Coordination Period	24.7	22.5	33.3	25.0
Change (e)	7.4	9.3	-4.2	n.a.
Share of Work Experience, Mean Percent				
Baseline Period	4.3	0.0	25.0	n.o.
Coordination Period	2.1	0.0	11.1	0.0
Change (e)	-2.2	0.0	-13.9	n.a.

DHS Region 1/2-South Plains SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.0	0.0	0.0	n.o.
Coordination Period	0.0	0.0	0.0	0.0
Change (e)	0.0	0.0	0.0	n.a.
Share of Other, Mean Percent (h)				
Baseline Period	2.8	0.8	12.5	n.o.
Coordination Period	8.7	2.8	27.8	29.5
Change (e)	5.9	2.0	15.3	n.a.
Share of Direct Placement, Mean Percent				
Baseline Period	0.0	0.0	0.0	n.o.
Coordination Period	0.0	0.0	0.0	0.0
Change (e)	0.0	0.0	0.0	n.a.
Placements				
Percent Placed				
Baseline Period	53.2	61.5	12.5	n.o.
Coordination Period	63.2	67.1	50.0	50.0
Change (e)	10.0	5.6	37.5*	n.a.
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$5.03	$5.10	$3.35	n.o.
Coordination Period	$4.62	$4.69	$4.20	$4.59
Change (e)	-$0.41	-$0.40	$0.85	n.a.
Percent Receiving Benefits				
Baseline Period	40.0	41.7	0.0	n.o.
Coordination Period	50.0	46.9	77.8	0.0
Change (e)	10.0	5.3	77.8	n.a.
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	1.92	2.00	0.00	n.o.
Coordination Period	2.67	2.85	0.00	3.00
Change (e)	0.75	0.85	0.00	n.a.
Percent Still Employed after One Year				
Baseline Period	48.0	50.0	0.0	n.o.
Coordination Period	73.3	76.9	0.0	100.0
Change (e)	25.3	26.9	0.0	n.a.
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$10,771	$10,771	$0	n.o.
Coordination Period	$6,437	$7,022	$0	$5,275
Change (e)	-$4,334	-$3,749	$0	n.a.

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Table A-4. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 9-Alamo SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	314	178	112	24
Coordination Period (c)	710	394	283	33
Change	396	216	171	9
Percent of Clients by Service Level (d)				
Baseline Period	100.0	56.7	35.7	7.6
Coordination Period	100.0	55.5	39.8	4.7
Change (e)		1.2**	4.1**	3.0**
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	186			
Not in a Target Group	128			
Coordination Period				
In a Target Group	403			
Not in a Target Group	307			
Change				
In a Target Group	217			
Not in a Target Group	179			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	59.2			
Coordination Period, Percent in Target Group	56.8			
Change (e)	-2.5**			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	91	95	85	91
Coordination Period, Mean Days	105	106	104	95
Change (e)	14***	11**	19***	4
Baseline Period, Median Days	75	78	67	74
Coordination Period, Median Days	81	85	79	75
Change (e)	6	7	12	1
Percent Time in Holding				
Baseline Period	23.3	26.6	19.0	19.5
Coordination Period	18.9	20.1	17.0	20.2
Change (e)	-4.4***	-6.4***	-2.0	0.7
Percent Time in Activities (g)				
Baseline Period	76.7	73.4	81.0	80.5
Coordination Period	81.1	79.9	83.0	79.8
Change (e)	4.4***	6.4***	2.0	-0.7
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	30.4	41.3	15.8	17.8
Coordination Period	31.9	44.8	16.3	11.3
Change (e)	1.5	3.5	0.5	-6.5
Share of OJT, Mean Percent				
Baseline Period	14.8	15.6	14.0	12.5
Coordination Period	14.5	18.0	9.5	15.7
Change (e)	-0.3	2.4	-4.5*	3.3
Share of Work Experience, Mean Percent				
Baseline Period	0.0	0.0	0.0	0.0
Coordination Period	0.0	0.0	0.0	0.0
Change (e)	0.0	0.0	0.0	0.0

DHS Region 9-Alamo SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.5	0.0	1.3	0.0
Coordination Period	3.5	2.0	5.1	7.5
Change (e)	3.0***	2.0***	3.7***	7.5**
Share of Other, Mean Percent (h)				
Baseline Period	54.4	43.2	68.8	69.7
Coordination Period	53.0	38.9	71.2	65.4
Change (e)	-1.4	-4.3	2.4	-4.3
Share of Direct Placement, Mean Percent				
Baseline Period	0.0	0.0	0.0	0.0
Coordination Period	0.0	0.0	0.0	0.0
Change (e)	0.0	0.0	0.0	0.0
Placements				
Percent Placed				
Baseline Period	59.9	65.4	54.0	45.8
Coordination Period	60.0	69.4	49.2	39.3
Change (e)	0.1	4.0	-4.8	-6.5
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$3.81	$3.92	$3.64	$3.61
Coordination Period	$4.36	$4.54	$4.04	$4.05
Change (e)	$0.55***	$0.61***	$0.40***	$0.44**
Percent Receiving Benefits				
Baseline Period	78.2	83.7	71.1	59.1
Coordination Period	84.4	85.4	81.2	95.8
Change (e)	6.2***	1.7	10.1**	36.7***
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	0.77	0.85	0.58	0.95
Coordination Period	2.65	2.85	2.29	2.67
Change (e)	1.88***	2.00***	1.71***	1.71***
Percent Still Employed after One Year				
Baseline Period	31.9	33.5	28.9	31.8
Coordination Period	61.2	66.1	51.5	66.7
Change (e)	29.3***	32.6***	22.6***	34.8*
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$3,047	$3,191	$2,582	$3,747
Coordination Period	$5,543	$6,234	$4,200	$6,119
Change (e)	$2,495***	$3,043***	$1,618***	$2,372

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Table A-5. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 9-Middle Rio Grande SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	90	42	29	19
Coordination Period (c)	137	62	58	17
Change	47	20	29	-2
Percent of Clients by Service Level (d)				
Baseline Period	100.0	46.7	32.2	21.1
Coordination Period	100.0	44.8	42.5	12.7
Change (e)		1.8**	10.2**	8.4**
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	56			
Not in a Target Group	34			
Coordination Period				
In a Target Group	80			
Not in a Target Group	58			
Change				
In a Target Group	24			
Not in a Target Group	24			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	62.2			
Coordination Period, Percent in Target Group	57.9			
Change (e)	-4.3			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	145	149	126	165
Coordination Period, Mean Days	159	139	173	187
Change (e)	14	-11	47***	22
Baseline Period, Median Days	136	136	102	193
Coordination Period, Median Days	134	106	137	158
Change (e)	-2	-30	36	-35
Percent Time in Holding				
Baseline Period	10.6	11.1	11.7	7.8
Coordination Period	5.3	4.1	6.6	5.2
Change (e)	-5.3***	-7.0***	-5.2	-2.6
Percent Time in Activities (g)				
Baseline Period	89.4	88.9	88.3	92.2
Coordination Period	94.7	95.9	93.4	94.8
Change (e)	5.3***	7.0***	5.2	2.6
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	23.5	41.7	8.8	5.6
Coordination Period	11.5	20.4	4.6	2.6
Change (e)	-12.0***	-21.3***	-4.2	-3.1
Share of OJT, Mean Percent				
Baseline Period	21.7	25.3	28.2	4.0
Coordination Period	37.0	49.9	23.3	37.4
Change (e)	15.3***	24.6***	-4.8	33.4***
Share of Work Experience, Mean Percent				
Baseline Period	4.1	5.3	1.7	5.3
Coordination Period	8.6	7.6	9.3	9.4
Change (e)	4.4*	2.3	7.6*	4.1

DHS Region 9-Middle Rio Grande SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.0	0.0	0.0	0.0
Coordination Period	3.5	0.6	7.5	0.0
Change (e)	3.5***	0.6	7.5**	0.0
Share of Other, Mean Percent (h)				
Baseline Period	95.0	68.6	100.8	144.6
Coordination Period	37.2	14.6	58.0	47.6
Change (e)	-57.8***	-54.0***	-42.8***	-97.0***
Share of Direct Placement, Mean Percent				
Baseline Period	5.6	2.4	6.9	10.5
Coordination Period	4.4	7.1	1.9	3.1
Change (e)	-1.2	4.7	-5.0	-7.4
Placements				
Percent Placed				
Baseline Period	35.0	38.1	37.9	23.7
Coordination Period	55.6	73.5	38.3	50.0
Change (e)	20.6***	35.4***	0.4	26.3**
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$3.53	$3.66	$3.40	$3.35
Coordination Period	$3.84	$3.94	$3.74	$3.59
Change (e)	$0.32***	$0.28*	$0.34***	$0.24
Percent Receiving Benefits				
Baseline Period	68.3	71.9	59.1	77.8
Coordination Period	68.6	72.3	61.0	68.8
Change (e)	0.3	0.4	1.9	-9.0
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	0.76	1.06	0.45	0.44
Coordination Period	2.65	3.04	1.60	4.00
Change (e)	1.89***	1.98***	1.15**	3.56***
Percent Still Employed after One Year				
Baseline Period	36.5	46.9	27.3	22.2
Coordination Period	50.0	56.5	30.0	100.0
Change (e)	13.5	9.6	2.7	77.8
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$2,136	$2,980	$1,888	$403
Coordination Period	$5,718	$6,422	$3,613	$6,363
Change (e)	$3,582***	$3,442**	$1,725	$5,960***

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Table A-6. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 10-Deep East Texas SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	73	57	16	1
Coordination Period (c)	171	92	72	7
Change	98	35	57	6
Percent of Clients by Service Level (d)				
Baseline Period	100.0	77.4	21.2	1.4
Coordination Period	100.0	53.7	42.2	4.2
Change (e)		23.7***	20.9***	2.8***
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	38			
Not in a Target Group	36			
Coordination Period				
In a Target Group	104			
Not in a Target Group	67			
Change				
In a Target Group	67			
Not in a Target Group	31			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	51.4			
Coordination Period, Percent in Target Group	61.0			
Change (e)	9.7**			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	306	336	201	219
Coordination Period, Mean Days	231	254	204	196
Change (e)	-75***	-82***	3	-22
Baseline Period, Median Days	217	237	183	219
Coordination Period, Median Days	182	183	159	202
Change (e)	-35	-54	-24	-17
Percent Time in Holding				
Baseline Period	19.6	16.7	30.4	17.0
Coordination Period	9.4	8.3	11.0	7.0
Change (e)	-10.3***	-8.5***	-19.4***	-10.0
Percent Time in Activities (g)				
Baseline Period	80.4	83.3	69.6	83.0
Coordination Period	90.6	91.7	89.0	93.0
Change (e)	10.3***	8.5***	19.4***	10.0
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	25.8	31.9	5.5	0.0
Coordination Period	22.4	37.2	4.5	12.3
Change (e)	-3.4	5.4	-1.0	12.3
Share of OJT, Mean Percent				
Baseline Period	24.6	24.0	25.8	39.6
Coordination Period	23.5	29.8	16.5	11.9
Change (e)	-1.2	5.8	-9.3	-27.7
Share of Work Experience, Mean Percent				
Baseline Period	1.4	1.1	2.4	0.0
Coordination Period	1.3	1.4	1.3	0.0
Change (e)	-0.1	0.3	-1.1	0.0

DHS Region 10-Deep East Texas SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.0	0.0	0.0	0.0
Coordination Period	0.4	0.0	0.2	7.7
Change (e)	0.4	0.0	0.2	7.7
Share of Other, Mean Percent (h)				
Baseline Period	37.0	32.8	54.0	10.4
Coordination Period	46.1	25.4	70.4	66.7
Change (e)	9.1**	-7.4	16.4*	56.3
Share of Direct Placement, Mean Percent				
Baseline Period	11.0	9.7	12.9	50.0
Coordination Period	10.5	12.5	8.3	7.7
Change (e)	-0.4	2.8	-4.6	-42.3
Placements				
Percent Placed				
Baseline Period	57.5	59.3	51.6	50.0
Coordination Period	73.2	85.1	57.6	76.9
Change (e)	15.6***	25.8***	6.0	26.9
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$4.09	$4.22	$3.58	$3.52
Coordination Period	$4.04	$4.20	$3.81	$3.62
Change (e)	-$0.05	-$0.02	$0.23	$0.10
Percent Receiving Benefits				
Baseline Period	40.5	43.3	31.3	0.0
Coordination Period	29.3	33.6	23.7	10.0
Change (e)	-11.2*	-9.7	-7.6	10.0
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	1.50	1.61	1.13	0.00
Coordination Period	2.72	2.92	2.37	3.00
Change (e)	1.22***	1.31***	1.24**	3.00
Percent Still Employed after One Year				
Baseline Period	46.4	49.3	37.5	0.0
Coordination Period	64.4	68.9	55.3	80.0
Change (e)	18.0**	19.6**	17.8	80.0
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$4,658	$4,940	$3,272	n.o.
Coordination Period	$5,521	$6,812	$3,519	$5,785
Change (e)	$863	$1,872	$247	n.a.

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Table A-7. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 10-South East Texas SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	158	93	63	3
Coordination Period (c)	231	139	90	2
Change	74	47	28	0
Percent of Clients by Service Level (d)				
Baseline Period	100.0	58.7	39.7	1.6
Coordination Period	100.0	60.1	38.9	0.9
Change (e)		1.4	-0.8	-0.7
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	93			
Not in a Target Group	65			
Coordination Period				
In a Target Group	147			
Not in a Target Group	84			
Change				
In a Target Group	54			
Not in a Target Group	20			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	59.0			
Coordination Period, Percent in Target Group	63.7			
Change (e)	4.6***			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	117	126	102	118
Coordination Period, Mean Days	100	88	116	153
Change (e)	-17***	-38***	14*	35
Baseline Period, Median Days	109	121	100	120
Coordination Period, Median Days	95	73	108	84
Change (e)	-14	-48	8	-46
Percent Time in Holding				
Baseline Period	34.4	37.8	29.0	41.3
Coordination Period	8.5	6.4	11.6	18.8
Change (e)	-25.8***	-31.4***	-17.4***	-22.6
Percent Time in Activities (g)				
Baseline Period	65.6	62.2	71.0	58.7
Coordination Period	91.5	93.6	88.4	81.2
Change (e)	25.8***	31.4***	17.4***	22.6
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	33.8	51.5	7.3	40.0
Coordination Period	13.6	18.6	6.1	7.1
Change (e)	-20.2***	-32.9***	-1.2	-32.9
Share of OJT, Mean Percent				
Baseline Period	11.4	16.4	4.4	0.0
Coordination Period	18.1	23.3	10.0	25.0
Change (e)	6.7***	6.8*	5.6*	25.0
Share of Work Experience, Mean Percent				
Baseline Period	0.0	0.0	0.0	0.0
Coordination Period	0.0	0.0	0.0	0.0
Change (e)	0.0	0.0	0.0	0.0

DHS Region 10-South East Texas SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	1.3	0.0	3.2	0.0
Coordination Period	3.3	0.0	8.6	0.0
Change (e)	2.1*	0.0	5.4**	0.0
Share of Other, Mean Percent (h)				
Baseline Period	48.8	26.1	81.9	60.0
Coordination Period	55.9	44.8	72.8	68.1
Change (e)	7.1**	18.6***	-9.2*	8.1
Share of Direct Placement, Mean Percent				
Baseline Period	0.3	0.0	0.8	0.0
Coordination Period	9.7	13.7	3.6	0.0
Change (e)	9.4***	13.7***	2.8	0.0
Placements				
Percent Placed				
Baseline Period	36.5	47.0	20.8	40.0
Coordination Period	56.1	66.7	40.0	50.0
Change (e)	19.6***	19.6***	19.2***	10.0
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$3.92	$4.06	$3.49	$3.35
Coordination Period	$4.09	$4.26	$3.62	$5.00
Change (e)	$0.17	$0.20	$0.13	$1.65
Percent Receiving Benefits				
Baseline Period	34.8	41.4	15.4	0.0
Coordination Period	35.7	41.8	21.2	0.0
Change (e)	0.9	0.4	5.8	0.0
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	0.91	1.02	0.50	1.50
Coordination Period	2.64	2.92	2.06	4.00
Change (e)	1.73***	1.90***	1.56***	2.50
Percent Still Employed after One Year				
Baseline Period	40.9	46.0	19.2	100.0
Coordination Period	57.4	66.7	38.2	100.0
Change (e)	16.6**	20.7**	19.0	0.0
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$3,074	$3,620	$1,169	$1,381
Coordination Period	$4,436	$5,140	$2,649	$15,868
Change (e)	$1,362**	$1,520**	$1,480*	$14,487***

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Table A-8. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 11-City of Houston SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	725	461	247	17
Coordination Period (c)	911	590	272	48
Change	186	129	26	31
Percent of Clients by Service Level (d)				
Baseline Period	100.0	63.6	34.0	2.4
Coordination Period	100.0	64.8	29.9	5.3
Change (e)		1.2***	4.1***	2.9***
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	456			
Not in a Target Group	269			
Coordination Period				
In a Target Group	550			
Not in a Target Group	361			
Change				
In a Target Group	94			
Not in a Target Group	92			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	62.9			
Coordination Period, Percent in Target Group	60.4			
Change (e)	-2.5***			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	104	103	108	80
Coordination Period, Mean Days	140	126	162	176
Change (e)	36***	24***	54***	96***
Baseline Period, Median Days	93	90	102	73
Coordination Period, Median Days	120	109	142	177
Change (e)	27	19	40	105
Percent Time in Holding				
Baseline Period	23.1	28.0	15.2	7.7
Coordination Period	10.9	11.7	9.5	9.8
Change (e)	-12.2***	-16.3***	-5.7***	2.2
Percent Time in Activities (g)				
Baseline Period	76.9	72.0	84.8	92.3
Coordination Period	89.1	88.3	90.5	90.2
Change (e)	12.2***	16.3***	5.7***	-2.2
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	38.4	49.9	19.2	5.9
Coordination Period	43.1	56.8	20.3	5.0
Change (e)	4.7***	6.9***	1.1	-0.9
Share of OJT, Mean Percent				
Baseline Period	12.4	15.3	7.1	8.8
Coordination Period	14.3	17.4	8.9	7.0
Change (e)	2.0*	2.1	1.8	-1.8
Share of Work Experience, Mean Percent				
Baseline Period	0.9	0.8	1.2	0.0
Coordination Period	0.3	0.3	0.4	0.0
Change (e)	-0.6***	-0.5**	-0.7**	0.0

DHS Region 11-City of Houston SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	0.2	0.1	0.5	0.0
Coordination Period	0.6	0.1	0.7	5.7
Change (e)	0.4*	0.0	0.3	5.7
Share of Other, Mean Percent (h)				
Baseline Period	25.6	7.6	57.6	52.9
Coordination Period	47.5	24.5	89.2	93.2
Change (e)	21.8***	17.0***	31.6***	40.3***
Share of Direct Placement, Mean Percent				
Baseline Period	17.6	19.5	13.0	32.4
Coordination Period	2.3	3.1	1.2	0.0
Change (e)	-15.3***	-16.5***	-11.8***	-32.4***
Placements				
Percent Placed				
Baseline Period	48.0	56.0	33.5	41.2
Coordination Period	58.8	71.6	38.5	17.0
Change (e)	10.9***	15.7***	5.0	-24.1***
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$4.63	$4.84	$4.03	$3.94
Coordination Period	$5.16	$5.31	$4.61	$4.39
Change (e)	$0.52***	$0.46***	$0.58***	$0.45
Percent Receiving Benefits				
Baseline Period	52.5	56.2	41.2	50.0
Coordination Period	61.3	62.1	58.1	60.0
Change (e)	8.7***	5.9**	16.9***	10.0
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	0.89	0.92	0.79	0.93
Coordination Period	2.67	2.88	1.91	2.71
Change (e)	1.78***	1.97***	1.13***	1.79**
Percent Still Employed after One Year				
Baseline Period	36.0	37.4	30.9	42.9
Coordination Period	63.1	67.0	48.9	71.4
Change (e)	27.1***	29.6***	18.0***	28.6
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$3,829	$4,078	$2,940	$4,266
Coordination Period	$6,355	$6,967	$3,980	$6,334
Change (e)	$2,526***	$2,889***	$1,040*	$2,069

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Table A-9. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 11-Harris County SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	141	89	47	6
Coordination Period (c)	170	111	57	2
Change	29	22	11	-3
Percent of Clients by Service Level (d)				
Baseline Period	100.0	63.1	33.0	3.9
Coordination Period	100.0	65.1	33.7	1.3
Change (e)		1.9	0.7	-2.6
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	68			
Not in a Target Group	74			
Coordination Period				
In a Target Group	85			
Not in a Target Group	86			
Change				
In a Target Group	17			
Not in a Target Group	12			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	47.9			
Coordination Period, Percent in Target Group	49.7			
Change (e)	1.8			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	82	88	77	41
Coordination Period, Mean Days	153	149	161	121
Change (e)	70***	61***	84***	80*
Baseline Period, Median Days	29	42	21	1
Coordination Period, Median Days	136	139	128	115
Change (e)	107	97	107	114
Percent Time in Holding				
Baseline Period	19.7	19.2	20.5	19.3
Coordination Period	23.8	23.3	24.7	21.0
Change (e)	4.1*	4.1	4.2	1.7
Percent Time in Activities (g)				
Baseline Period	80.3	80.8	79.5	80.7
Coordination Period	76.2	76.7	75.3	79.0
Change (e)	-4.1*	-4.1	-4.2	-1.7
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	23.1	30.6	11.4	0.0
Coordination Period	39.5	48.9	22.0	25.0
Change (e)	16.4***	18.3***	10.6**	25.0*
Share of OJT, Mean Percent				
Baseline Period	3.1	4.4	1.1	0.0
Coordination Period	7.8	10.9	1.3	25.0
Change (e)	4.7***	6.5**	0.2	25.0*
Share of Work Experience, Mean Percent				
Baseline Period	5.7	8.2	1.5	0.0
Coordination Period	17.1	21.9	8.5	0.0
Change (e)	11.4***	13.7***	7.0**	0.0

DHS Region 11-Harris County SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	5.0	2.7	7.9	18.3
Coordination Period	9.3	1.0	24.7	25.0
Change (e)	4.2**	-1.7	16.8***	6.7
Share of Other, Mean Percent (h)				
Baseline Period	19.4	9.8	36.0	36.4
Coordination Period	25.3	10.7	54.4	0.0
Change (e)	5.8*	0.9	18.5***	-36.4
Share of Direct Placement, Mean Percent				
Baseline Period	45.7	43.3	48.4	63.6
Coordination Period	10.3	12.3	5.7	25.0
Change (e)	-35.5***	-30.9***	-42.7***	-38.6
Placements				
Percent Placed				
Baseline Period	73.0	77.0	65.6	72.7
Coordination Period	57.1	68.5	35.2	50.0
Change (e)	-16.0***	-8.5*	-30.4***	-22.7
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$4.64	$4.90	$4.11	$4.38
Coordination Period	$5.22	$5.43	$4.54	$3.63
Change (e)	$0.58***	$0.53***	$0.43*	-$0.75
Percent Receiving Benefits				
Baseline Period	55.3	60.6	45.9	37.5
Coordination Period	46.1	49.6	29.7	100.0
Change (e)	-9.3*	-10.9*	-16.2	62.5
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	0.78	0.83	0.66	0.88
Coordination Period	2.49	2.64	2.15	2.00
Change (e)	1.71***	1.80***	1.50***	1.13
Percent Still Employed after One Year				
Baseline Period	32.0	35.0	26.2	25.0
Coordination Period	55.3	54.5	53.8	100.0
Change (e)	23.3***	19.5**	27.6*	75.0
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$3,972	$4,616	$2,458	$3,857
Coordination Period	$5,845	$7,218	$2,968	$680
Change (e)	$1,873**	$2,602**	$510	-$3,177

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

n.a. - not applicable

Numbers may not add exactly due to rounding.

Table A-10. Program Characteristics and Outcomes for AFDC Caretakers in JTPA Title IIA Programs

DHS Region 11-Houston/Galveston SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Client Characteristics				
Average Annual Number Served (a)				
Baseline Period (b)	236	154	79	4
Coordination Period (c)	551	405	140	6
Change	316	251	62	3
Percent of Clients by Service Level (d)				
Baseline Period	100.0	65.2	33.3	1.5
Coordination Period	100.0	73.5	25.5	1.1
Change (e)		8.3***	7.9***	0.4***
Average Annual Number Served By JOBS Target Group (f)				
Baseline Period				
In a Target Group	113			
Not in a Target Group	123			
Coordination Period				
In a Target Group	284			
Not in a Target Group	267			
Change				
In a Target Group	171			
Not in a Target Group	145			
Percent Served by JOBS Target Group				
Baseline Period, Percent in Target Group	48.0			
Coordination Period, Percent in Target Group	51.5			
Change (e)	3.5***			
Program Characteristics				
Total Time in JTPA Program				
Baseline Period, Mean Days	191	204	169	132
Coordination Period, Mean Days	155	158	151	68
Change (e)	-36***	-46***	-18	-63
Baseline Period, Median Days	146	180	120	35
Coordination Period, Median Days	113	119	109	1
Change (e)	-34	-62	-11	-34
Percent Time in Holding				
Baseline Period	1.0	0.4	2.4	0.0
Coordination Period	0.8	0.1	2.6	4.1
Change (e)	-0.2	-0.2*	0.2	4.1
Percent Time in Activities (g)				
Baseline Period	99.0	99.6	97.6	100.0
Coordination Period	99.2	99.9	97.4	95.9
Change (e)	0.2	0.2*	-0.2	-4.1
Share of Classroom Training-Occupational Skills, Mean Percent				
Baseline Period	33.9	46.5	10.8	0.0
Coordination Period	29.0	36.4	8.7	1.7
Change (e)	-4.9**	-10.1***	-2.1	1.7
Share of OJT, Mean Percent				
Baseline Period	13.1	13.3	11.9	28.6
Coordination Period	11.9	11.3	13.5	12.3
Change (e)	-1.2	-2.0	1.6	-16.3
Share of Work Experience, Mean Percent				
Baseline Period	13.8	13.9	14.1	0.0
Coordination Period	10.2	11.2	7.5	0.0
Change (e)	-3.6**	-2.7	-6.5**	0.0

DHS Region 11-Houston/Galveston SDA	All Service Levels	Service Level One	Service Level Two	Service Level Three
Share of Youth Programs, Mean Percent				
Baseline Period	2.1	0.0	6.4	0.0
Coordination Period	4.7	0.0	18.2	9.1
Change (e)	2.6**	0.0	11.8***	9.1
Share of Other, Mean Percent (h)				
Baseline Period	31.3	18.0	56.9	42.9
Coordination Period	29.3	25.5	40.7	22.6
Change (e)	-2.0	7.5***	-16.2***	-20.2
Share of Direct Placement, Mean Percent				
Baseline Period	21.0	21.5	19.7	28.6
Coordination Period	26.0	27.2	21.4	54.5
Change (e)	5.0**	5.7*	1.7	26.0
Placements				
Percent Placed				
Baseline Period	64.8	67.8	58.6	71.4
Coordination Period	71.6	75.9	59.5	63.6
Change (e)	6.8***	8.1***	0.9	-7.8
Hourly Wage at Placement, in 1991 Dollars				
Baseline Period	$4.33	$4.51	$3.93	$4.45
Coordination Period	$4.68	$4.90	$3.94	$3.78
Change (e)	$0.35***	$0.39***	$0.01	-$0.67
Percent Receiving Benefits				
Baseline Period	44.6	47.6	39.1	20.0
Coordination Period	35.0	38.7	22.9	0.0
Change (e)	-9.6***	-8.9**	-16.3***	-20.0
Post Program Outcomes (i)				
Average Duration of Employment, in Quarters (j)				
Baseline Period	1.36	1.45	1.21	0.60
Coordination Period	2.56	2.70	2.15	3.00
Change (e)	1.20***	1.25***	0.94***	2.40*
Percent Still Employed after One Year				
Baseline Period	46.9	50.0	42.4	0.0
Coordination Period	54.9	55.6	51.9	75.0
Change (e)	8.0**	5.6	9.5	75.0**
Earnings for One Year Post Placement, in 1991 Dollars (k)				
Baseline Period	$4,771	$5,327	$3,424	$3,891
Coordination Period	$5,203	$5,976	$2,978	$7,193
Change (e)	$432	$649	-$446	$3,302

(a) Includes all AFDC caretakers simultaneously enrolled in AFDC and JTPA during period of study who terminated from the JTPA program by June 30, 1990.

(b) September 1, 1985-August 31, 1987.

(c) September 1, 1988-June 30, 1990.

(d) Service levels were estimated based on education and work experience. DHS' determination of actual service levels also take into account other factors for which data elements were not available.

(e) A Chi-squared analysis was conducted to test for statistical significance. *Denotes statistical significance at the 90% confidence level; **95% confidence level; ***99% confidence level.

(f) JOBS target groups were estimated based on education, work experience, AFDC duration, and ages of caretaker's children.

(g) Total time in activities equals total time in programs less total time in holding. Total shares of all activities may exceed 100 percent due to co-enrollment in two or more activities.

(h) In the baseline periods, this includes "classroom training-other" and "employment and training services". In the coordination period, this includes those categories plus "education" and "job search".

(i) Due to the lack of available UI wage records past 6/30/90, post program outcomes have been included only for persons placed in jobs as of 6/30/89.

(j) Out of four possible quarters of employment.

(k) If employed in any quarter.

n.o. - no observations

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Numbers may not add exactly due to rounding.